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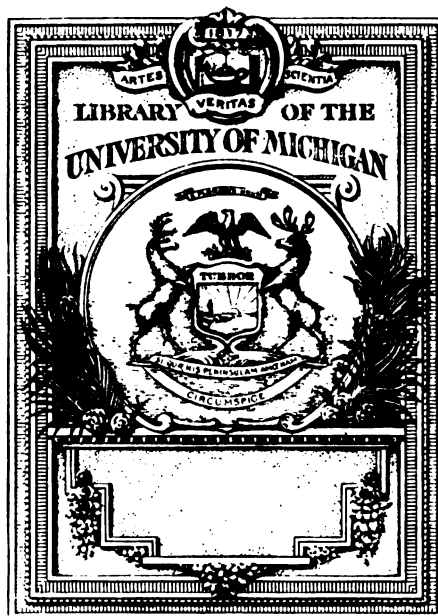
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PUBLIC EDUCATION

AS AFFECTED BY



THE MINUTES OF THE COMMITTEE OF PRIVY COUNCIL

FROM

1846 TO 1852;



WITH

SUGGESTIONS AS TO FUTURE POLICY.

BY

SIR JAMES KAY SHUTTLEWORTH, BART.

LONDON:

LONGMAN, BROWN, GREEN, AND LONGMANS.

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New-street-Square.

12.

P R E F A C E.

THIS volume is intended to exemplify the mode in which the School, transferred by the Reformation from the Priesthood to the Congregation, can continue under religious government, consistently with the privileges of the laity, the rights of conscience, and the duty of the Civil Power to fit its subjects for the discharge of their functions as citizens.

A scheme of purely secular education is truly separated from one of religious character by a gulf; but how deep soever that chasm may be, it will be crossed by one stride, if the principle of religious government be abandoned.

Parliament has repealed religious tests, and repudiated the idea on which they depend, — that the law has any authority over conscience. The legislature can, therefore, only support the religious character of the

School by confiding its management to the Religious Communion; for to enforce religious doctrine by law, would be to interfere with conscience.

The traditional claims for the maintenance of the religious government of Schools are mingled with others of recent origin, which it is one of my chief objects to set forth.

Such Schools as now exist have been established by the Religious Communion, aided, of late years, by the State.

The character and number of elementary Schools, if abandoned to voluntary support, may be inferred from the condition of public education in 1833, and its subsequent progress and improvement, especially since 1846.

To define the province of voluntary agency, in the creation and maintenance of a system of National Education, is, therefore, one main part of my design. I neither join those who would repudiate such aid, nor those who would reject that of the State; but I would earnestly co-operate with all who desire to rescue from neglect or abuse the endowments founded by the piety of our ancestors.

Worn with work, scathed by former controversies, and slowly restored to life after four years of suffering,

I am conscious that I tread on the ashes and scoriæ of unexhausted fires, and that it may seem vain to desire to convert this crater into a garden. But I remember the warning, that "no man, having put his hand to the plough, look back."

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PUBLIC EDUCATION,

&c. &c.

B

PUBLIC EDUCATION,

&c. &c.

CHAPTER I.

A REVIEW OF PARTIES.

THE establishment of a system of national education is so connected with the earliest traditions of ecclesiastical authority, and with the struggles for religious and civil freedom which have caused two of the most memorable revolutions in our history; and is so interwoven with the results of the voluntary efforts of religious zeal in the last century, that no plan for its promotion worthy of a statesman has been proposed to Parliament, without exciting vehement controversy. The existence of Lord Melbourne's administration was endangered in 1839 by the attempt to lay the foundations of the education of the people, on the recognition of the equality of their civil rights in matters of religion. The Church was probably less alarmed by the recognition of this civil equality, than by the absence from that scheme of any definition of the limits of the civil power. Such definition was then impossible, but its absence aroused the most extravagant terror. Impelled by this fear, the Church, in the defence of her traditional privileges, assumed the responsibility of resisting, by the utmost exercise

4 The Committee of Privy Council established in 1839.

of her authority and influence in the country, in both Houses of Parliament, and at the foot of the Throne, the first great plan ever proposed, by any government, for the education of the humblest classes in Great Britain. The statesmen who sustained this grave discomfiture were not, however, discouraged. They failed indeed to establish a normal school, under the direction of the civil power, for training in religion and secular learning the teachers of the poor. The scheme of the normal school was the most direct mode of asserting the emancipation of the common school, from the surviving claims for a purely priestly control. It repudiated the canon of 1603, never binding on the laity, which declared that the schoolmaster should be licensed by the ordinary. It asserted the supremacy of the civil power in popular education, in order that it might invoke the aid of the laity, and secure to parents and scholars the rights of conscience. It offered to all religious denominations a recognition of the equality of their civil rights, while it claimed their aid, to elevate to the enjoyment of their rights and the discharge of their duties, as christians and citizens, those classes which were degraded by ignorance, not only below the range of the electoral franchise, but, too often below the beneficial influence of the public ministrations of religion. But the Committee of Privy Council survived, when the design of the normal school, which incorporated these principles, was abandoned. It has ever been the chief honour of that department, that its opponents have, at all times, endeavoured to excite apprehension of the earnestness with which the civil power would be exerted by it, to deliver the weak from the thralldom of ignorance; of the fidelity, with which it would guard the rights of conscience, especially among the poor and defenceless; of the zeal, with which it would vindicate the

rights of the laity; and of the prominence, which it would give to the secular education of the people, while it took care that the "youth of this country should be religiously brought up."

Under the fostering care of this Committee, public education gradually improved and expanded, until in 1842, the Government of Sir Robert Peel again awakened controversy, by laying before Parliament the Education Clauses of the Factories' Regulation Bill. The plan proposed in 1839 had been based on the recognition of the equality of civil rights among religious Communion. Warned by the successful resistance of the Church to that scheme, Sir James Graham founded his measure on the existing state of the law, as to the toleration of diversities of religious belief. While, however, the Church had not hesitated to prevent the adoption of a plan of public education, by refusing to accept any scheme based on religious equality, the various denominations of Dissent were not less earnest in repudiating one, in which such equality was not fully recognised. Doubtless the principles at stake were momentous. The crisis, both to the Church and to the Dissidents from her communion, was one, by which the history of religion in this country could not fail to be gravely affected. A conviction of the vastness of these issues must have been required, to enable any earnest man, who had a clear insight into the spiritual and temporal wants of the labouring classes, to refuse to them the Bread of Life. Yet earnest men both in the Church and out of it did not hesitate. The Church firmly refused to relinquish her supremacy in matters of religion. The Dissidents sternly rejected her ascendancy. The people remained with feeble and inefficient means of instruction, or were abandoned to absolute neglect and ignorance, with all its fatal consequences.

In the interval between 1842 and 1846, Sir Robert Peel's Government cautiously extended the adminis-

6 *Sir Robert Peel's Government confirms its Authority.*

tration of the Education Department of the Privy Council. This development was probably the more gradual, because that great statesman was unwilling to subject a Government, which had undertaken the responsibility of a vast fiscal reform, to the further risks arising from the controversies which had attended every step towards a system of public education. Every act of the Committee of Council under Sir Robert Peel's Government, was, however, a confirmation of the principles on which the policy of their predecessors had been founded. Every proposal by which that policy would have been endangered (and such proposals were not wanting) was deliberately rejected. The principles on which the department had been originally founded were practically developed, by a process of natural growth. The abandonment of the Education Clauses of the Factories' Regulation Bill, in 1842, marked the deference paid by Sir Robert Peel and Sir James Graham to the repugnance of a large portion of the middle classes, to acknowledge any supremacy in matters of religion. They plainly yielded to the unequivocal rejection of all authority over the conscience, and to the assertion of the right of private judgment in the interpretation of Scripture. Though, therefore, the advance of the Education Department appeared, during Sir Robert Peel's Government, to consist chiefly in the increase of the public grant and of the number of inspectors and normal schools, the principles of a great public policy were in operation, and were silently attracting to themselves, like centres of crystallization, a mass of precedent and authority, which was destined to become irresistible.

The controversies which had occurred in 1839 and 1842 were not however unattended with transient evils. The offspring of such strife are parties, embodying its excesses, which they propagate like diseases rendered hereditary by the errors of our forefathers. Thus,

The Origin of the Voluntary and Mediæval Parties. 7

the Dissenters had supported, both by petition and active exertion, the scheme of the Government in 1839, in which the most energetic exercise of the civil power for the education of the people was involved. Nevertheless, alarmed by the plan of 1842, they created, chiefly among the Congregational body, a party representing that the voluntary effects of religious zeal were sufficient for the education of the entire nation — deprecating the action of the Government, and even rejecting its aid as an unwarrantable interference with religious liberty, and as dangerous to civil rights.

On the other hand, there had always existed in the Church a party, which now gradually aroused itself to greater activity. It consisted of a certain portion of the clergy and of a much smaller body of laity, who had adopted exalted notions of the authority to teach, derived by an unbroken succession from the Apostles. They represented the interference of the State in public education, as an intrusion into the province of the Church—the attempt to establish co-operation between the civil and spiritual power, as a struggle¹ between irreconcilable systems. They required the subordination of the Government to the Church, so that it might help the Church on its own terms.² They desired to restore to the Church the power which even in civil matters she possessed³, in that mediæval period

¹ "It was no question of conflict or difference between individuals or parties; it was a struggle between opposite and irreconcilable systems. These systems sought to occupy the same ground. To divide the ground between them was impossible. The Clergy of the Church did not wish to divide the province of education with the secular power."—*Rev. G. A. Denison's Speech at the Annual Meeting of the Bath and Wells Diocesan Societies, held at Wells in 1849, the Bishop in the chair. As reported in the Bath Chronicle.*

² "The case was this—a very simple one; so long as the civil power would help the spiritual power to do God's work in the world, on those terms of which alone the spiritual power could be the fitting judge, so long the help would be, as it ought to be, thankfully received."—*Rev. G. A. Denison's Speech at the Annual Meeting of the Bath and Wells Diocesan Societies, held at Wells in 1849, the Bishop in the chair. As reported in the Bath Chronicle.*

³ "Our Saxon Ethelbert received not Christianity, but the Church; or

8 *The Principles and Objects of the Mediæval Party.*

when learning was chiefly confined to clerks. They even denied that the civil power had any duty in public education, or any connexion with it whatever, except that of providing the means and reaping¹ the benefits.¹ They asserted the divine² commission of the Church to teach,

rather he did not receive the Church, but the Church received him into itself."—*Archdeacon Manning's Charge, July 1849*, p. 40.

"The councils of our Saxon state, in which the Bishop and the Earl, 'the mass Thane and the world Thane,' side by side, gave justice to a peaceful people," &c. &c.—*Ibid.* p. 41.

"The true and perfect idea of Christendom is the constitution of all social order upon the basis of faith, and within the unity of the Church. This controlling idea once preserved the external unity of independent kingdoms, and the internal unity of States."—*Ibid.* p. 42.

"The sacredness of the State, then, was completed by its incorporation with the Church. It was sacred because it was consecrated to God. And through all after ages of concurrent action, the jurisdiction of the State, in matters of religion, was either an endowment conferred upon it by the Church, or the action of the Church itself, through the forms and procedures of the civil order."—*Ibid.* p. 43.

¹ "Let it be plainly and finally made clear, that the copartnership of the Church and the State, in the work of education, is in the fruits, and not in the direction."—*Archdeacon Manning's Charge, July, 1849*, p. 54.

"But that gives to the State no claim as joint founder to intervene in the management of schools."—*Ibid.* p. 54.

"We are not forming State schools, nor mixed schools, but Church schools."—*Ibid.* p. 60.

² "They were fighting for great and sacred principles—for the upholding of the office of the ministry in God's church, as charged by God with the responsibility of educating the people."—*Rev. G. A. Denison's Speech at the Annual Meeting of Bath and Wells Diocesan Society in 1849; the Bishop in the chair.*

"Parochial education was a portion of the parochial charge. It was as much a part of the system of Church government and discipline as parochial worship; and when the State asked the Church to extend the benefits of education, it ought not to impose any condition which, in the slightest degree, could fetter parochial efforts, or mar parochial duties through the length and breadth of the land. (*Cheers.*)"—*Joseph Napier, Esq., M.P., at Church Education Meeting held at Willis's Rooms on February 12. 1850.*

"We shall be obliged to go to Government and to Parliament, not to ask for a participation in the grants of money distributed on the present principle, but to tell them, backed by the voice of three-fourths of the empire, of all denominations, that the State shall not, without a creed, and without a sacrament, and without any ministerial authority from God, undertake to educate the people of this country. (*Tremendous cheers.*)"—*Rev. W. Sewell, at the same Meeting.*

"The clergy have a divine commission to teach the children."—*The Rev. Mr. Barter, the Warden of Winchester College, at the same Meeting.*

"We feel it necessary to say that, by the term *Education*, we mean training

The Principles and Objects of the Mediæval Party. 9

and contended that the school was not less her province than the altar or the pulpit; declaring, in the words of Archdeacon Manning, that "the attempt¹ to divide between the religious and secular elements is destructive of the religious character and essential unity of education and of schools." The Master² was to be the catechist, or, as some would have had it, the deacon of the clergyman, or to be appointed and dismissed by him, and in any case to be licensed by the ordinary. The clergyman ought to have secured to him such authority³ in the school,

for time and eternity, and that, according to our belief, the Church of England is the divinely appointed Teacher of the English nation."—*Petition to the Queen, adopted at this Meeting.*

"I find that it is proposed to constitute a central school to supply with teachers those schools in which are to be taught the children of the poor—that especial province of Christ's Church."—*The Hon. J. C. Talbot, Q.C., at the same Meeting.*

¹ Charge, July, 1849, p. 22.

² "The institutions and measures absolutely needed by the Church are, (4.) a public examination with grant of degree and *license* to the pupils of the training schools and other schoolmasters; (6.) the admission of schoolmasters who have purchased to themselves a good degree into holy orders."—*Archdeacon Manning's Charge, July, 1849, p. 75. in a note.*

"The schoolmaster was as important to the clergyman as his curate: if he had a master who did not concur in his views, the clergyman would find himself thwarted: he would not be able to teach in the school the right doctrine, if the master taught that which was inconsistent with his doctrine. Thus it is, that the original terms of the Society leave it free to the promoters of schools to make the clergyman the main organ of the schools; to give to him the power of appointing or excluding the masters if he pleased."—*Rev. Dr. Wordsworth, Canon of Westminster, at the Meeting of the National Society held June 6. 1849.*

"The power of appointment and dismissal of the schoolmaster, schoolmistress, and assistant teachers is still withheld from the clergyman; and so long as this is so, it is surely quite idle to say that the clergyman has 'the moral and religious superintendence of the school', as claimed for him by the National Society, or even of 'the moral and religious instruction of all the scholars attending the school,' as 'conceded' by the Committee of Council. (3.) The appeal to the bishop on all points is still denied."—*Church Education, a Pamphlet by Rev. G. A. Denison, 1849, p. 12.*

³ "That in the nineteenth century of our redemption, here, in England, a department of the civil power should forget God, and do dishonour to Christ, by proclaiming openly that the ministers of Christ are no longer fit to be trusted, solely and exclusively, with the education of His people; that they must be watched and interfered with, checked and thwarted in the discharge of that duty for which they are solely and exclusively responsible before God and man: that it is a mistake to suppose, as has been supposed for

10 *The Principles and Objects of the Mediæval Party.*

as none could dispute, or if debate arose, he should be at liberty to submit the question to his spiritual superior, whose decision should be final.¹ "The parish school of the English parish is the nursery of Catholic truth and Apostolic discipline."² "It is a vicious principle that the control and management of a Church school shall be in the hands of a committee, however that committee may be composed, and however their powers may be regulated, instead of in the hands of the parish clergyman."³ Either directly or indirectly the

eighteen centuries, that all education is religious.—*Rev. G. A. Denison, Church Education Meeting, Feb. 12. 1850.*

"I believe that their principle is vicious—the principle of entrusting the effective control of a church school to a committee of management, however such committee may be composed, instead of to the parish clergyman—and that so long as this principle is retained these clauses cannot be made *safe* by any process."—*Church Education Pamphlet, by Rev. G. A. Denison, 1849, p. 13.*

¹ "I believe that that particular form of school which is most commended to one by the constitution, spirit, character, analogy, and practice of the Church is especially selected for exclusion" from the grants of the Committee of Council on Education. "I allude, my Lord Archbishop, pointedly and obviously, to that form of Church schools, which gives an appeal in all matters to the bishop of the diocese."—*Archdeacon Manning, at the Annual Meeting of the National Society, June 6. 1849.*

"He would add to the end of his resolution the words—'and in particular, when they should desire to put the management of their schools solely in the hands of the clergy and bishop of the diocese.'"—*Archdeacon Manning's amended Resolution, which was adopted at this Meeting.*

"A feeling has gone abroad through the country that it is the intention of those gentlemen who are now forcing these discussions upon us, to exclude the laity of the Church — (A burst of cheering, met by loud cries of 'No, no,' drowned the remainder of the sentence.)"—*Sir John Pakington, at the National Society's Annual Meeting, held June 4. 1851.*

"The desire to constitute the bishop as sole judge in appeal rests upon a principle inherent in the Church, and is coeval in practice with its earliest history, &c. &c."—*Archdeacon Manning's Charge, July, 1849, p. 20.*

"On one side is a class of Church schools—the class which places the control and management of the school in the hands of the clergyman of the parish, with appeal to the bishop—a class of schools, not simply consistent with the order and practice of the Church, but, *above any other*" "sanctioned and commended by the order and practice of the Church."—*Statement and Appeal submitted respectfully to Members of both Houses of Parliament, June 25. 1849, by the Rev. G. A. Denison.*

² Church Education, by the Rev. G. H. Denison, 1849, p. 35.

³ Annual Meeting of Bath and Wells Diocesan Societies at Wells, Oct. 30. 1849: the Bishop in the chair. Prebendary Denison's speech, as reported in the "*History and Present State of the Education Question, printed for the Metropolitan Church Union in 1850,*" and also in the *Bath Chronicle*, 1849.

The Principles and Objects of the Mediæval Party. 11

school was to be subjected to a purely spiritual power, of which the laity, if admitted to a nominal participation, were to be the submissive instruments. The civil power had no right, not merely to interfere with, but even to inspect schools. Its province was to be strictly limited to the duty of promoting by money¹ grants the designs of the ecclesiastical authority. The diocesan boards were, by means of inspectors appointed by themselves, though paid by the State, to estimate in each diocese what was annually needed for building or repairing schools, for their annual support, for the maintenance of training schools, for the retiring pensions of

¹ "They were anxious to affirm the great principle of the right of the Church to unconditional assistance in the matter of education, and he trusted that the Church was roused to a sense of its duty, and would never lay down its arms until it obtained the victory (*Cheers*)."—*Joseph Napier, Esq., M.P., at Church Education Meeting, Feb. 12. 1850.*

"CHURCH EDUCATION. — We have received the following outline of a plan of Church Education, which has been drawn up by the Rev. G. A. Denison. Extract: 'The principle of distribution would be, that grants be made to the several religious bodies, in proportion to their stated requirements, and to the amount of local contributions. To apply this principle to the case of the schools of the Church of England: — founders and supporters of schools throughout each diocese would, in each year, make their application for assistance, through the Diocesan Board of Education, to the bishop, and the bishop would make his representation to the government to the following effect: — That it had been certified to him that: 1. Certain schools were proposed to be built in the diocese, with the circumstances of each proposal, and with the amount of local contributions in each separate case. 2. That certain other schools, specifying the circumstances in each case, were in want of annual assistance of various kinds, including augmentation of salaries of masters and mistresses, retiring pensions, &c. &c. This class would comprise the schools of the union poor houses, 3. That a certain sum in aid was required for the maintenance of training schools, whether situate in, or established in connection with, the diocese. 4. That a certain sum in aid was required for the purpose of maintaining an efficient diocesan inspection.

" 'The proper business of the department of government, to which the distribution of the educational grant was entrusted, would be simply to meet this representation by an annual grant of money to the bishop, to be transmitted to the several parties through the Diocesan Board of Education, to such an extent as would be consistent with a regard to the claims of other dioceses, and with a regard to the claims of other religious bodies.

" 'An annual return to Parliament of the moneys granted and applied, with the several modes of application, and the annual certificate of the diocesan inspector as to the efficiency of each school, would be the guarantees for the due application of the public money.' " — *Morning Paper, 1849.*

12 *The Nonconformist School and Church are distinct.*

masters, for the charges of the diocesan inspection, and generally for the improvement and extension of education. This estimate was to be forwarded through the Bishop to the Privy Council, who, after having granted the money thus declared to be necessary, were to report what had been done to Parliament. But the scheme reserved neither to the Executive Government nor to Parliament any power to reject the demand, limiting their authority solely to the adjustment of the proportionate claims of different dioceses and different religious bodies.

Both parties forgot some great truths. The Dissenters did not remember that, ever since the Commonwealth, they had required the protection of the civil power, without which, they would have been trodden under foot. They failed to perceive, what need the scattered fragments of their several communions in remote and thinly peopled districts had of the vindication of their civil rights. They over-estimated the relative strength of parties (even in towns) when not merely numbers, but wealth was thrown into the scale. In their repudiation of the interference of the civil power in education, they confounded what was purely religious, both in its origin and its issues, with what was largely secular, though it had sprung from religious zeal. They ought to have been foremost to declare, that the school was not the Church, though, considering that all learning is the handmaid of religion, it might be regarded as the nursery of the Church or the congregation. For Nature is but another page of Revelation, and the training of the intellect is inseparable from the preparation of the immortal spirit for a more effectual worship. They ought therefore to have been on their guard against a sophism which, in their own congregations, might have prepared a new usurpation—substituting the Church for the Priest—and establishing a tyranny over souls, more dire even than the ghostly

despotism of Rome—a republic of despots, for one tyrant of the conscience. While they contended for the government of the school by the minister, elders, deacons, and other members of their congregations, they should have carefully avoided restricting its relations to so narrow a circle. They should as citizens have acknowledged their duties to the poor, without the fold of faith; they should have offered their allegiance to the State, maintaining the independence of freemen,—yielding none of the rights of conscience, but giving their most earnest help to perfect the work of a Christian Government and people, in elevating the poorest to the enjoyment of their privileges as Christians.

On the other hand, those Churchmen, who deluded themselves with the notion that they could usurp for the Church the authority of the Civil Government in education, forgot that the stream of events had, through the entire progress of our history, flowed in an opposite direction. The Reformation itself was, in the first instance, a successful act of resistance of the monarchy to spiritual usurpation. Its purer development by Cranmer, in the reign of Edward VI., established in England the great principles for which Luther and Melancthon had contended on the Continent of Europe. The schools of the Reformation formed in the reigns of Edward VI., Elizabeth, and even of Charles I., were not confided to the clergy, or subjected to the visitation of the bishop. Successive decisions of our courts of law had declared that the canons of 1603 were not binding on the laity. Neither by the common nor by the statute law, had the visitatorial power of the prelates been extended to any class of schools. Any attempt, therefore, to establish such visitatorial power in parish schools was contrary to the principles which had governed the civil courts; to the spirit of all legislation during the past two centuries; and to the will of Parliament. Moreover, in this period, Non-conformity, springing from the fertile seed of the blood of the Lollards, had grown into a

14 *The Influence of Puritanism in Public Policy.*

formidable power, which had once been the chief instrument in resisting the tyranny of the Stuarts. In the struggle it had overturned the monarchy, and had even transformed the Church by a Puritan leaven which had expelled the nonjurors. By the force of opinion it had protected the scattered ministers who refused obedience to the Act of Uniformity. At length the principles of civil and religious liberty gradually asserted their triumph in the repeal of the Test and Corporation Acts. All these events were, to the mediæval party in the Church, as though they had not been.

The claim of an exclusive authority to teach, advanced by this party, was based on the assumption, either that the Church had no mission to those who had not been received within her pale by the rite of baptism¹, or that, if such a mission were admitted by the servants of that Master who directed them, when the bidden guests excused themselves, to go forth to the way sides and hedges, and compel the outcasts of the world to His Feast, then, it was contended, that the Church could not neglect to teach her whole doctrine to those who accepted any part of her instruction.² Consequently, the

¹ "What he contended for was nothing else than this:—The birthright of the children of God to be trained up in an atmosphere of truth, not an atmosphere of conflicting creeds and varieties of opinion."—*The Hon. J. C. Talbot, Q.C., at Church Education Meeting, Willis's Rooms, Feb. 12. 1850.*

"All church education depends upon, and flows from the Catholic doctrine of regeneration in baptism (*loud and tremendous cheering*)."—*Rev. G. A. Denison, at the same Meeting.*

"I cannot take *one step* in educating a child who has not either received, or is not, if of such an age as to admit of previous teaching, in a definite course of preparation, for holy baptism, and in the latter case I should not admit the child into the school until holy baptism had been received."—*A Reply to the Committee of the Promoters of the Manchester and Salford Education Scheme, by Rev. G. A. Denison, 1851, p. 32.*

"Under no circumstances whatsoever could I consent to admit a single child to a school of which I have the control and management, without insisting most positively and strictly, on the learning of the catechism and on attendance at church on Sunday."—*Correspondence of Rev. G. A. Denison, April and May, 1847.*

² "The Church could not force its teaching on any one, but the teaching it furnished for those who chose to partake of it should be consistent with the

The Refusal of Toleration in certain Schools. 15

children of a Romanist, a Jewish, or a Dissenting family, inhabiting a parish, in which there was no other than

principles and discipline of the Church, (*cheers*).”—*Joseph Napier, Esq., M.P., Church Education Meeting, Feb. 12. 1850.*

“Have the Committee of Council ever read the Ordination Service, in which we promise to set forth, with all diligence, the doctrine, the sacraments, the dogmatic teaching, and even the discipline, of Jesus Christ; and to do our utmost that the people committed to our care may shape their lives accordingly? (*Hear, hear.*) To go a little further. Do they know that we have bound ourselves by the most solemn obligations to drive away all false and erroneous doctrine? If they did, would they call upon us to receive into our schools any sort of erroneous doctrine, with which the child may have been inoculated, either by his parents, or by the teaching of the sect to which they belong? (*Hear, hear.*) Would they tell us, that we are not to lift a finger to raise this child from error, or to lead him in the right way? I say, that a greater tyranny than this was never imposed on this country.”—*The Rev. Mr. Barter, the Warden of Winchester College, at the Church Education Meeting, February 12. 1850.*

“Now, it is not only a ‘principle’ of ‘the Established Church,’ that all children in her schools shall be taught and instructed in the Catechism of the Church, but the Catechism is, itself, the exponent of the ‘principles’ of the Church as applied to the education of the young.

“Wherefore the Committee of the National Society, in whom the government of the Society is vested by the charter, *is not competent*—allowing, for argument’s sake, that *it were so disposed*—to so much as entertain the formal consideration of the rescinding or setting aside, in any case whatsoever, the rule in question (‘whereby all children who are scholars of schools in union with the Society, are required to be taught and instructed in the Catechism of the Church of England’), such rule being simply the carrying out of one of the most manifest principles of the Church of England, in which principles, *and in none other*, the Committee is bound by the charter to ‘promote the education of the poor.’”—*A Reply to the Committee of the Promoters of the Manchester and Salford Education Scheme, by George Anthony Denison, 1851, p. iv.*

In the Manchester and Salford Education Bill it is provided “*that no child shall be required to learn any distinctive religious creed, catechism, or formulary, to which the parents, or those having the maintenance of such child, shall in writing object.*” On this, Archdeacon Denison remarks, even when it is regarded as a rule to meet a special case: “The simple truth is, that one such ‘special case’ in a school is fatal to the character of that school as a ‘Church school.’ If the Committee are not aware of this fact, I must take leave to bring it under their notice.”—*Ibid. p. 10.*

“It is not a **RULE** of the National Society, but of the **CHURCH**, respecting the teaching of the Catechism to all children, without exception, who are the scholars of schools in connection with the Society.

“I will simply say here, that if the Committee of the **NATIONAL SOCIETY FOR PROMOTING THE EDUCATION OF THE CHILDREN OF THE POOR IN THE PRINCIPLES OF THE ESTABLISHED CHURCH**, shall either abandon the rule, or allow it to be set aside in any case, when it shall be in their power to

16 *Are Nonconformists to be excluded from Church Schools?*

the Church of England school, could not be received into it by the sound Churchman, without a violation of conscience. Here was the dilemma. The parent must place his child under instruction and training detrimental, if not fatal (in his conviction) to its spiritual interests, or he must abandon it to ignorance. The clergyman must either admit this child to his school, and allow it to be withdrawn from any matter of instruction to which the parent might, on religious grounds object, or leave it to perish from lack of knowledge. Parliament and the public are unable to understand, that the burthen and sin of rejecting the truth can rest with those, who offer to teach the whole counsel of God confided to their ministration, rather than with those, who refuse to accept this boon, or accept it only in part. Parliament does not sympathise, with that part of the clergy of a church, established for the benefit of the nation, who would render instruction inaccessible to any part of the people. The public, contemplating, on the one hand, the sufferings, the moral debasement, and ignorance of a large class of the poor; and, on the other, the resources of a church, comprising the majority of the wealthy and privileged classes, conceive, that to deny the poor the words of life, or to offer them on conditions requiring a violation of conscience, would ill fulfil the behests of Him, who entered the Synagogue on the Sabbath day and read, from the book of the prophet Esaias, "The spirit of the Lord is upon me, because He hath anointed me to preach the gospel to the poor;" and, when he had closed the book, sublimely

prevent its being set aside, it will be far better, on all accounts, that the Society should cease to exist.

"In my sentence, quoted correctly p. 15., of the 'Apology,' 'that it is not possible for men to care really about the Catholic faith, who are content to admit into the same school with the children of the Church the children of parents who are not of the Church,' the concluding words should have been written simply 'children not of the Church,' meaning thereby, children who had not been baptized into the Church."—*A Reply to the Committee of the Promoters of the Manchester and Salford Education Scheme*, by George Anthony Denison, 1851, p. 31.

Views of some Churchmen led by the Mediæval party. 17

opened his mission to the world by declaring, "This day is this Scripture fulfilled in your ears." The party in which these pretensions exist is less formidable by its numbers, than by the learning, the self-devotion, and the ascetic piety of certain of its members, among whom are to be found those who have done much both to improve and to extend education within the Church. But neither their zeal nor the sincerity of their convictions can be permitted to cloak the offence of those who, under a claim of self-government, would usurp the authority of the State, and abuse the name of liberty to the hurt of the defenceless. If they be indeed worthy vicars of the Head of the Church, and would wield His power over the conscience, let them imitate His meekness and forbearance, who twice stooped down and wrote on the floor of the temple, rather than place the sinner beyond the reach of mercy.

In describing the composition and objects of this party, we do not forget, that many churchmen, who desire to separate the action of the civil and spiritual authority, unite with it in opposition to the Committee of Council, without holding the opinions of its most active and prominent section. The legislation of the last twenty-five years, which has admitted Dissenters and Roman Catholics to both Houses of Parliament, and has removed all religious tests from municipal and public offices, has also swollen the numbers of these opponents by some, who are impressed with dread of the influence of a Government, deriving its authority from Parliaments now representing every fragment of the Christian faith. In all heterogeneous parties those lead who have a definite doctrine and policy to give earnestness to their efforts. In their wake follow those whose views are more vague; many who halt between two opinions; and generally all, who though incapable of creating a new combination, have a large capacity for antipathy, fear, or suspicion. When all these elements are united, and credit is given them

18 *The Alarm excited among the Clergy and Laity.*

for the scholarship, earnestness, and piety by which they are distinguished, it is almost a subject of surprise, that this party has failed to make itself formidable, either in Parliament or in the country. On the contrary, its exertions have often rendered unwitting service to the Committee of Council, by shedding a sudden light on evils and dangers which their Lordships' policy was intended to avert. Thus, when the Committee of Council, in their regulations, separated the office of schoolmaster from that of an ordained teacher of religion, this party not only continued to seek to subject the teacher to the direct control of the spiritual power, but endeavoured to claim the apprenticed pupil teachers as acolytes of a future diaconate in the Church. If its designs had needed further illustration, the Minute of the 13th of June 1852, conceded to it by Lord Derby's Government, would have completed the warning. By this Minute the schoolmaster may be suspended by the clergyman, on account of any objection to his teaching, discipline, or conduct, not merely on religious but on moral grounds. In schools in which this constitution is adopted, he is therefore at the mercy of the clergyman, who may deem it his duty to render his office untenable by repeated suspensions. Such claims excite the deepest apprehension, not only in the laity, but among a very large body of the clergy, whose genuine Protestantism regards, as a mediæval corruption, any attempt to exalt the spiritual order in matters not purely clerical, to privileges which are denied to the laity. Among no inconsiderable class of churchmen has arisen a desire, that the regular communicants of the congregation should exercise some control over the patronage of the Church, whereby the patron should be prevented from thrusting a teacher of the doctrines of Laud and Bonner, on a congregation which had imbibed the principles of Leighton or Sumner. If the Council of the Bishop is to be in any form revived, either to advise in the exercise of patronage—to aid in the trial of offences, or to suggest in the administration

of ecclesiastical affairs, they would take care that the laity were represented equally with the clergy in this Council. They have a great apprehension that Convocation might attempt to revive mediæval practices, and exercise an intolerant¹ control, but if these Diocesan Councils are to be followed by a Provincial Synod, they would have it representative in origin: composed equally of clergy and laity, and its decisions subject to the assent of the Queen in Council. Generally, the party which has put forth exalted notions of spiritual authority, has awakened in the Church and the country a most formidable resistance. Their opponents are slowly maturing a policy which shall render impregnable the principles of the English Reformation.

Within the Church therefore, a large and increasing body of the clergy and laity have been led, by the very exertions of the mediæval party, to regard with greater confidence the Committee of Council on Education.

This party is dissatisfied with the constitution of the Committee of the National Society, in which they conceive that the Church is not duly represented.² They

¹ Hallam's Const. Hist. vol. i. p. 413. 489; vol. iii. p. 324.

² "Memorial. — We the undersigned Members of the National Society, and others anxious to promote the education of the poor in the principles of the Church of England, of which we are all attached members, desire respectfully to present this our Memorial to the Committee to which the management of the National Society is exclusively entrusted. Many of us lately contributed to form the majority by which, at the last Annual Meeting of the Society, the agitation for some years past prevalent in the Society was resisted, and a protest entered against attempts to hinder the cordial co-operation of the Government and the Society. We cannot, therefore, but hope that this Memorial will be received as expressing the sentiments of a great body of the clergy and laity of our Church having a claim upon the attention of the Committee of the National Society. And should the recommendation contained in this Memorial be adopted by the Committee, there is good reason to expect, that, while agitation will thereby be discouraged, a considerable increase in the number of members and in the amount of their donations will ensue, and thus far larger means than ever be secured for extending the blessings of a sound education to the growing masses of the population.

"Admitting the services of the Committee in the cause of Education, by the prudent management of its resources in the distribution of grants for building new school rooms, in raising the standard of acquirement for

object to the distribution of the funds, derived from general collections in the churches in obedience to a Queen's letter, by a Committee thus constituted. They regard as unwarrantable and impolitic the jealousy which has characterised the communications of this Committee with the Government. The Cathedral service, adopted in the chapels of certain Training Colleges, appears to them a suspicious attempt to impregnate the minds of the students with predilections for a mediæval ceremonial. They have published the catechetical instruction of the Evening Service in certain of these chapels, and in a church attended by the scholars of the central schools of the National Society, as examples of teaching having a Romanising tendency. The general control of the Prelates and of the Chapters of Cathedrals, aided by a body of clergy and laity variously

teachers in the Society's Training Institutions, and in the facilities afforded to the clergy and others for procuring school maps and other apparatus, we feel bound nevertheless, under the pressing urgency of the occasion, to unite in calling their attention to the great importance of the following measures.

"*First.* That they should, through the President and Vice-Presidents, from time to time, submit for the choice of the Society at the Annual Meeting such a list of candidates to serve on the Committee as may reasonably be expected to secure the confidence of the Church generally; and that notice of all business to be transacted, and resolutions to be moved, at the Annual Meeting, should be sent to the subscribers, who should be permitted, if they please, to vote by proxy on all subjects not precluded by the charter.

"*Secondly.* That a more cordial co-operation with the State in promoting the education of the poor than is now apparent should be forthwith resumed, entirely confiding in the disposition of the Committee of Council to exact no condition of which the Church can reasonably complain.

"*Thirdly.* While the undersigned are ready to acknowledge the great improvement effected by separately acting councils in some of the National Society's Training Institutions, they would urge upon the consideration of the Committee, in whom is vested the whole responsibility of management, the great importance of reducing all church services, at which students in those Training Institutions assist, to the model usually adopted in well-ordered Parish Churches, and which has recently been recommended by almost all the Bishops, Vice-Presidents of the National Society, to the parochial clergy.

"*Finally.* Your memorialists would suggest, that, in providing Catechetical Instruction for students or scholars in the Society's Institutions or Schools, the utmost vigilance be exerted, in order to prevent the apparent sanction of any doctrine or ceremonial not strictly in accordance with the articles and formularies of the Church of England."

Their separate Action in Church of England Education. 21

appointed, over the discipline and management of the Diocesan and Training Colleges, has appeared to them to give a preponderance to the same influences, as those which they believe to prevail in the Committee of the National Society. They have therefore established Training Colleges, which do not acknowledge the control of the Bishop, or of the chapter of his cathedral, but which are governed by a body of clergy and laity in equal numbers. In their own parishes, this portion of the clergy cordially welcome the co-operation of the laity, which they seek to perpetuate in the most formal manner in their trust deeds. They very generally admit the children of Dissenters into their schools, allowing the parents to withdraw them (if they have conscientious scruples) from the doctrinal teaching. In some large towns, they have shown an anxiety to

The above Memorial was deposited with the Secretary of the National Society, April 19. 1852.

SIGNED BY			
Laymen, Members of National Society	-	565	
Ditto, not Members	- - - -	771	
		1,336	
Beneficed Clergy, Members of National Society	- - - -	430	
Ditto, not Members	- - - -	708	
		1,138	
Chaplains of Prisons, &c., Members of National Society	- - - -	24	
Ditto, not Members	- - - -	87	
		111	
Curates, Members of National Society	-	32	
Ditto, not Members	- - - -	228	
		260	
Total Signatures - - -			1,051 Members of National Soc.
			1,794 Non - Members of National Soc.

The above list comprises the signatures of 10 peers, 18 sons of peers, 17 baronets, 16 members of the House of Commons; 5 deans, 13 archdeacons, 2 chancellors, and 35 rural deans. The lay signatures are, with few exceptions, those of persons of large independent property, or of professional men, including particularly a great many county magistrates, bankers, and physicians.

22 *The Moderate party in the Church predominates.*

combine with the representatives of the other Religious Communions, to procure a legislative provision, for a public rate in aid of all schools admissible to a participation of the Parliamentary Grant. A very influential deputation from a large meeting of this portion of the clergy and laity recently waited on the Archbishop of Canterbury at Lambeth, and, in the presence of the Bishop of London, stated, that they were authorised to represent, that if the constitution of the National Society were not speedily altered, and their objections to its administration removed, they would feel compelled to establish a new Society for promoting education according to the principles of the Church of England—to seek from the Government a separate Charter—and to address Her Majesty, that she would graciously be pleased to issue a separate letter to their churches, for collections in aid of their efforts. A similar deputation waited on the Home Secretary, and made corresponding representations. The Annual Meetings of the National Society for some years have been scenes of contention between these two parties, with various success. But the party of the Reformers state, that the proceedings of this Society have gradually alienated the laity and clergy whom they represent: consequently, that they have to a great extent ceased to be subscribers to its funds, and to have a right of voting at its meetings. They say, that so little is hoped from the proceedings of the Society, that even those who have not yet withdrawn their subscriptions, can with difficulty be prevailed upon to attend the Annual Meetings. Moreover, they contend, that if a new Society were formed, it would soon wield an influence in the Church, and be in possession of resources hitherto without precedent.

Between the Reformers and the mediæval party in the Church, there is a much larger body of clergy and laity desirous of peace, who would gladly promote a system of National Education, and feel no jealousy of the efforts of the Executive Government.

Out of the Church, the claim of the mediæval party to an exclusive spiritual authority for the successors of the Apostles has, by denying to the followers of Wesley all authority to teach, for ever estranged from the Church a great Communion, which at one time refused to acknowledge that it had a separate organisation. It is now too late to speculate what might have been the consequences on the doctrine, discipline, and influence of the Church, if, according to a true mediæval policy, Wesley and his successors had been received within its pale. That missionary Communion is now not only permanently excluded, but alienated. Of late its ministers have felt, that in the form in which the doctrine of Apostolic Succession has been taught, they were denounced as unhallowed violators of the sacred mysteries of faith, in whose hands the sacraments were not only inefficacious, but a desecration and an impiety.

Such claims, as have been put forth by the mediæval party for authority over the education of the poor, have been regarded by the Wesleyans with profound repugnance. For a considerable period, they had looked upon the proceedings of the Government with suspicion. They apprehended, that the influence of the separate religious Communions over their own schools might be sapped by the Committee of Council. Gradually, they discerned, that the tendency of its measures was to confirm the connexion of the school with the Church and the Congregation—to leave the selection of the teacher, the books, and the subjects of instruction to managers locally representing each religious Communion, and to secure the permanency of this mode of arrangement by the trust deed. They ascertained that the influence of the Civil Power was most strictly limited to its own peculiar sphere of secular instruction, and was so exercised, even in that, as in no degree to impair, but rather to render more efficient, the local management, while that of religious instruction was left exclusively in the hands of each religious body. But, while their appre-

24 *The Course pursued by Congregational Dissenters.*

hensions were thus dissipated, that which excited their hopes was, that they found in the Committee of Council a protector of the rights of the minority—a champion of civil and religious liberty—a defender of the privileges and influence of the laity—an opponent of those exalted claims for spiritual authority, under the ban of which their own Communion would have withered into a heresy, to be crushed beneath the heel of a new inquisition, if the ancient power had accompanied the new mediæval pretensions.

While these causes combined in 1846-7 to prepare the Wesleyan Communion for co-operation with the Committee of Council on Education, the estrangement of a considerable portion of the Congregational Dissenters, originating in different causes, was destined to be of longer duration. From 1833 to 1839 they had supported the British and Foreign School Society, when it aided the Treasury in the distribution of the annual parliamentary grants. In the controversies of 1839, they had encouraged the civil power both in the establishment of the Committee of Council and in its attempt to create a Normal School.¹ They had thus recognised the energetic interference of the Government to found a system of National Education on the basis of religious equality; but, when this scheme failed, and Sir James Graham attempted, in 1842, to organise public schools in which the diversities of religious belief, though tolerated, were not to enjoy equal privileges with the Established Church, the suspicion of the Con-

¹ In 1839 "the greater number of the Protestant Dissenters at that period sustained the Ministry, and approved of public grants for schoolhouses and for secular education."—*The late Struggle for Freedom of Education, by the Congregational Board of Education*, p. 7.

N.B. The grants of 1839 were made to the National and British and Foreign School Societies, and therefore for religious, as contrasted with secular education.—J. P. K. S.

In 1846 the Congregationalists "were not agreed as to the abstract principle; many of those who in 1839 thought that it was impossible for Government to interfere, and give a secular education, still retained their opinion."—*The late Struggle for Freedom of Education*, p. 21.

gregationalists was inflamed. They declared truly that education and religion were inseparable, but a large party in their Communions did more—they proceeded to confound education with religion—the school with the Church—and to apply to public education the fundamental principles by which they have, with scarcely an exception, rejected all State endowments, and contended for the complete separation of religion from the civil power, both in the constitution of the Church, and as respects all control over its doctrine, discipline, and worship. The controversies which occurred in 1846 kept open the wound which had been inflicted in 1842, and the energy and ability of Mr. Baines have since been exerted, with unremitting zeal, to propagate the principles on which this estrangement depends. The object of this section of the Congregational Dissenters is, to prevent the smallest interference of Government for the promotion of public education. To this end, they endeavour to prove the sufficiency of the voluntary efforts of the people to educate themselves, and they attribute to the aid of the State, in any form, a tendency to¹ extinguish voluntary charity—to benumb the intellect²—to undermine the independence of the managers of schools—to dwarf the energies and to stunt the growth of the freedom of the nation, if not to enslave it by a tyranny worse than that of either force

¹ "The practical effect of the Minutes of 1846 would be to diminish, and ultimately extinguish, all those voluntary efforts for the promotion of popular education, not only in Infant and Day schools, but more especially in Sunday schools, from which multitudes have derived inestimable advantage."—*The late Struggle by the Congregational Board of Education*, p. 13. *Second Resolution at Special Meeting of the Deputies of Protestant Dissenters, held 24th February, 1847.* Also, the *Seventh Resolution, moved at Meeting of Congregational Board, on February 25th, 1847.* Also, p. 13.

² "Tending as it will to injure the manly tone of self-reliance, and love of liberty, which have characterised the middle classes of Englishmen more than any other people."—*The late Struggle for Freedom of Education*, p. 11.—*Resolution at Meeting of Congregational Board, on February 25th, 1847.*

"To weaken that spirit of self-reliance and independence which has justly been the glory of Great Britain."—*Ibid.* p. 13.—*Meeting of the Deputies of Protestant Dissenters, at King's Head Tavern, Poultry, on 24th Feb. 1852.*

26 *The Opinions of part of the Congregational Communion*

or ignorance—a despotism over thought, which would render religion and truth themselves a state machine.

Education and religion, in this system, are not regarded simply as inseparable, but rather as synonymous.¹ To apply public funds from all classes to support schools connected with different religious Communion, or, as is imputed, to endow both truth and error², is, therefore, declared to be not merely impracticable but an impiety, “preparing the way for the payment and pensioning of the ministers of all denominations, and thus bringing religion into disrepute, promoting indifference and infidelity, and inflicting a lasting injury upon the consciences of all thoughtful and religious men, calculated to lead to resistance and to strife, until a principle so unjust, impolitic, and unscriptural, be utterly abandoned.”³ To separate religious from secular instruction in the school, is declared to be impossible. Religion must pervade the atmosphere in which a child is brought up; and to teach only what is common to all Christian sects, leaving what is peculiar to any to separate instruction, would lead to fatal latitudinarianism and indifference.⁴ According to this party, the evils of ignorance, though they be brutish habits, crime, insecurity to property and to the public peace,

¹ In *The late Struggle for Freedom of Education, by the Congregational Board*, p. 1. The teaching and support of religion is a term employed to describe Education, p. 10. “All Government interference with the religion and education of the people is at variance with sound principle.”—*Resolution moved at Meeting of Congregational Board, held Feb. 25th, 1847.*

“Allying the State with religious institutions.”—*Ibid.* p. 17, 18.

² “Being most deeply convinced that the State must pay for the teaching of all kinds of religion in schools, if it pay for any; and thus by grants give its sanction to the maintenance and spread of error as well as truth.”—*Ibid.* p. 8.

³ *The late Struggle for Freedom of Education, by the Congregational Board*, p. 12.—*Resolution moved at Meeting of February 25th, 1847.*

⁴ “Such interference can take place only on the principle of separating religion from secular education, or of treating all religious opinions, as if equally true, or of giving dominancy to one particular sect, against each of which special objections lie.”—*Ibid.* p. 10.—*Resolution moved at Meeting of Congregational Board, held 25th February, 1847.*

and the derangement of our social and political institutions, are as nought in comparison of the disasters which would occur, if, with all the securities which we imagine we might possess in plans of self-government, resembling our municipal institutions, a rate were assessed on property to defray the charges of a national system of education.

These exaggerations of very obvious principles were too gross, to obtain the sanction of some of the ablest and most learned men in the Congregational Communion. From the first, Dr. Vaughan¹ (the learned principal of the Lancashire Independent College) has been conspicuous in repudiating them. In the midst of the controversy of 1846, Mr. Dunn², though placed in a position

¹ "To say that Government may consistently do its best to help a nation to grow rich, but that it must not be supposed to care a jot about the influence which this money-getting may have upon its habits of industry, its intelligence, or its tone of general feeling, would be to make distinctions, the weakness of which becomes manifest the moment they are stated. Government is the expedient of society, the instrument which society forms for itself, that it may realise its proper end. Society is the master, Government is the servant. Man was not made for Government, but Government was made for man. The question accordingly about the province of Government, resolves itself into a question about the best division of labour. Hence, if it can be made to appear that popular education, like provision for the poor, would be best conducted by admitting a certain measure of agency from the Government, it would be legitimate to admit that agency." — *Dr. Vaughan, in British Quarterly Review*, No. VIII., p. 495-6.

² "I cannot and dare not conceal my conviction that, both in amount and quality, the education of the people of this country falls vastly short of what it ought to be; and the continuance of such a state of things, is utterly inconsistent with the safety, honour, or welfare of this great Empire." — *Dunn's Calm Thoughts*, p. 5.

"I should still be obliged to confess that, any impartial examination of '*British Schools*' as a whole, would clearly demonstrate, so far as demonstration is possible, the utter inadequacy of the Voluntary Principle to educate the country. But when the question involved is really nothing short of overtaking and subduing the ignorance and crime which rages like a pestilence among the untaught masses of our crowded towns, and the equally untaught inhabitants of our villages, the responsibility of opposing any measure at all calculated to accomplish the object is, in my view, fearful." — *Ibid.* pp. 5 and 6.

"I have always maintained that the State might advantageously assist, both in the support of the existing schools, and in the establishment of new ones in destitute districts. I still think so." — *Ibid.* p. 4.

"Public worship and popular education are not identical; nor will all the

28 *Congregationalists in Co-operation with the State.*

of peculiar difficulty, as Secretary to the British and Foreign School Society, published an appeal to the Congregational Dissenters, entitled "Calm Thoughts on the recent Minutes of the Committee of Council on Education, and on their supposed Bearing upon the Interests of Civil Freedom and Protestant Nonconformity," in which he makes a distinct declaration of opposite opinions. In like manner, Mr. Swaine¹, in his Pamphlet entitled, "Equity without Compromise," though a member of the Congregational Board of Education, declares his independence and his rejection of these errors. The Committee of the British and Foreign School Society², which educates the teachers and maintains the inspection chiefly of schools connected with these Dissenting Communions, has continued its co-operation with the Committee of Council. The Manchester and Salford Education Bill, recently discussed in Parliament, and providing for a public rate for education, was framed by a Committee, which comprised among its members some able and active ministers of the Congregationalists, as well as wealthy and influential laymen. The members of that Committee are aware, by their correspondence, that ministers and laymen of the Congregational Communions in other large towns, are anxious to obtain a general permissive measure, resembling, in its chief features, the Manchester and Salford Bill, and only differing from it in carrying out more completely

reasoning in the world, however ingenious, ever make them so." — *Dunn's Calm Thoughts*, p. 17.

"A consistent adherence to the Voluntary Principle in religion, by no means involves the necessity of rejecting Government aid in education." — *Ibid.* p. 23.

¹ "I hold it to be within the province of government, to see that it is not its fault, if the sources of instruction and the habits of inquiry are strange to any of the community." — *Swaine's Equity without Compromise*, p. 9.

"I am constrained to the belief that there ought to be national provision for national education, to such extent as equity can secure it, as there is national provision against foreign foes or intestine discord." — *Ibid.* p. 10.

² "The Committee of that noble institution has been silent." — *The late Struggle*, &c., p. 22.

its principles and details for the protection of the minority. Moreover, many Congregationalists are members of the "National Association," which has brought under public discussion a system of secular education, in which the civil power would exert a much more direct and positive influence on education, through Parliament, the central administration, and local boards (having the power to impose school rates), than has ever been considered expedient by any English Government.

These divisions of opinion among the Congregational Communion, and, especially, the exaggerations by which a section of their body have been led into an opposition to the efforts of the Government to raise the moral condition of the poor, are among the worst consequences of the controversies of 1842. For the Congregational Dissenters have ever been friends of freedom, defenders of the rights of the minority, and missionaries to the benighted villages of England, to the wild valleys of the Welsh mountains, or the turbulent colonists of its mines, and to the regions of darkness and death, where typhus and cholera find their victims in our towns. They comprise a large and influential portion of the middle classes; they may claim to be descendants of the Puritans, who, whatever were their own errors, were stern and successful champions of the English Reformation, and have left a deep trace, not only in the history, but in the institutions, and the manners, observances, and character of the nation. They have just cause to point to their own independence of the State, as the first conspicuous triumph in this country of religion unaided by traditional authority, by the power of a foreign hierarchy, or the protection of domestic princes. They embody principles of self-government, of which our race and country have in civil affairs exhibited the most successful examples, and they are, at least, sincere and earnest in their endeavours after a primitive and apostolic simplicity in their discipline and ceremonial. Communion

30 Public Education originated in Religion and Charity.

having these high claims to respect, comprising not less than four thousand congregations and a million and a half members, representing two millions and quarter of the population, must wield no small influence on opinion. It is, therefore, a just subject for public congratulation, that this influence will be exerted for the protection of the minority. Statesmen will be content to learn from the fate of the measure of 1842, that mere toleration in education is impossible. If they had done no other service, the Congregational Dissenters have reason to be proud of this. They have vindicated the claims of every sect, and by implication of every parent and every scholar, to complete religious freedom in the school.

Even the errors of a section of their body are entitled to respect; for they arise from an exaggerated zeal for civil and religious freedom—from an enthusiasm for the principles of self-government, which are among the chief sources of our national distinction and prosperity—from an extravagant estimate of the present power of voluntary zeal in religion and education—and from an almost enviable faith in the early triumph of truth.

Rather than enter into controversy, we prefer to show how much truth there is in the principles which the Congregationalists profess, conceiving that, to every candid inquirer, the point where a portion of their body diverge will be found to be the limit, at which the practicable is sublimated into the ideal.

At the root of the principles for which they contend are two, which both fact and reason support. These are the origin of education in England in religion, and the extent to which it has been promoted by the voluntary zeal of the Christian Communions.

No one who has examined the history of English Public Education, can doubt, that to attempt to separate it from religion would be to offer the rudest violence, not only to the traditions of the country, but to its

institutions, whether they be the growth of centuries, or the most modern offspring of the popular will. When the annual grants for promoting education first obtained the sanction of Parliament, no evidence had transpired, that the instruction of the people was sought by any class as a purely political object. Before the Reformation few schools existed for the common people. Some children were taught in the "*Song Scol*" of the Cathedral to read as well as to sing. Some poor scholars also received instruction at the Chantries, and others at the Monasteries; but they were chiefly destined, by entering as servitors or sizars in the Universities, to swell the inferior ranks of the clergy. It was always the policy of the Church of Rome thus to recruit her spiritual orders from the people, and so far to open a republic in which genius might rise from the humblest ranks, even to her highest dignities. In the period immediately preceding the Reformation, the practice of founding and endowing Grammar Schools had commenced, and though connected with some religious institution, being conducted by some monk of the Convent, or priest of the "Chantry" or Oratory, they may be regarded as among the means that were preparing the nation for that revolution. The schools attached to the ancient religious houses, whether intended for the middle classes or the poor, were emanations of that power which the Church then exercised, for the Christian civilization of Europe, but if their objects were in any sense political, they were under ecclesiastical direction. The universities and schools of Europe were most effectual means of maintaining that marvellous polity of the Church of Rome, with which all the moral force of society was enveloped and controlled. The schools and colleges founded at the Reformation and endowed with the estates of the Monasteries, and the spoils of the Church, were intended to disseminate the principles of that great change in religion. Though no national act has been attended by more signal political

consequences, than that by which this country disowned the polity of the Church of Rome, which overshadowed alike the prerogative of the sovereign, the majesty of the law, and the privilege of Parliament, yet the establishment of a Church, subordinate to these powers, depended for its vindication, on principles of ecclesiastical rather than civil polity. That which was repudiated was the claim to absolute power residing in Christ's vicar, the Pope; the origin in Christian truth of an institution, not only superior to all civil authority and law, but claiming to be the miraculous source of a perpetual revelation of doctrine and law to the world. It was the emancipation alike of the individual conscience and of the State, from an usurpation of supernatural power which belongs only to God. To proclaim this liberty, wherewith Christ had made us free, the schools of the Reformation were founded. If the great leaders of the Reformation had been more successful in guiding the counsels of Henry VIII., these colleges and schools would have been much more numerous. Cranmer had formed a great design to found many new dioceses, and to connect with each Cathedral a pastoral college, a civil college for the education of the middle classes, and a grammar school endowed so as to admit the sons of poor persons, to be maintained upon the foundation, while it was also open to children of all other persons as day scholars. The first scheme of Henry VIII. provided for the foundation of sixteen Cathedrals, in which this design was partially carried into execution. But this scheme dwindled into six Cathedrals, from the plan of which the civil college was expunged, and in which the pastoral college was left only in a mutilated state. As the principles of the Reformation were developed and defined in the reigns of Edward VI. and Elizabeth, the foundations for the education of the middle classes became more numerous. The Royal grants gave rise also to many private gifts and bequests, and this impulse of the national mind in

the endowment of grammar schools did not expend its force, until the Commonwealth broke the chain of events. But whether these schools arose from the private charity of founders, or from Royal grants, they all retained the features of the original type. The schools of the religious houses had been suppressed, because they were regarded as dangerous auxiliaries of the ancient faith, and the new schools were founded, to establish the Reformation in the convictions of the middle classes of this country. They owe their origin, therefore, to a change in the national polity with respect to religion. They were not the offspring of a purely civil policy.

The Reformation was the last great national event which has given any considerable impulse to education. The Puritan democracy, which held for a short time the Government under the Commonwealth, relied rather on the pulpit than on the school, for its power over public opinion. The Restoration, and the Revolution of 1688, and the accession of the House of Brunswick, alike occurred, without any attempt to raise a structure of political power, on the broad basis of the rational convictions of the people, by a general diffusion of instruction. Popular education received its next impulse, not from any act of public policy, but from the spontaneous emotions of Christian charity.

In contemplating this phenomenon, we at once perceive the evidences of a new and advanced period of civilization. No great national crisis awakens the Government to a sense of danger, or impels the people to some act of revolution, but we are called to observe the silent birth of the Society for Promoting Christian Knowledge, in 1701, and the gradual and limited growth of its schools through the succeeding century; — the creation of the first Sunday school at Gloucester, in 1782, by Robert Raikes, and the establishment of the Sunday School Union in 1786; — the commencement of the labours of Bell and Lancaster in 1797–8; — the origin of the

34 *The Number of Elementary and Endowed Schools*

society afterwards called the British and Foreign School Society, in 1805, and of the National Society in 1811 ; — the birth of the first Infant School at New Lanark in 1815, and the foundation of the Home and Colonial Infant School Society, in 1836.

These events were signs of a deep though silent movement in the national mind, resembling the growth of the oak from its seed. The desire, that our common Christianity should embrace the whole body of the people, was a feeling likely, when once experienced, to become intense ; and the Reformation had successfully taught the nation, how powerful a means schools were for the accomplishment of this end. Nor is the fact to be neglected, that the outburst of Christian zeal, which enabled the Sunday School Union to gather within the walls of its schools, in *six* years from its institution, upwards of half a million of children, was contemporaneous with the eruption of the French Revolution, in which the sneers of Voltaire promoted the overthrow of the Church of France, and which for the time enthroned the natural religion of Rousseau.

It is also important to observe, that the development of Sunday schools for the poor proceeded with gigantic strides, before the labours of Bell and Lancaster gave rise to the two great societies for the establishment of day schools. The idea of education for the poor sprang from a religious impulse, — it was fostered by intense religious zeal, — it regarded the school as the nursery of the Church and congregation, — and confided its management to the chief communicants, to the deacons, elders, and class teachers. Thus the Sunday school became the type of the daily school, and it was natural that elementary education should, even in day-schools at first, comprise only such rudiments of instruction as enabled the scholar to read the Holy Scriptures. How great was the impulse of the Reformation, — and how strong became that flood of Christian zeal whose fountain first welled up in the heart of Robert Raikes, is

now known from the fact¹, that in 1833, the first rudiments of instruction were then given in unendowed schools to 390,734 children; of which number 178,517 were taught in schools supported by subscriptions only, and 212,217 in schools supported in part by subscriptions, and in part by the payments of the scholars. Besides which number, 153,764 other children were taught in endowed schools, which have owed their origin, either to the impulse of the Reformation, or to the more recent manifestations of religious zeal. So that, in 1833, 544,498 scholars were receiving the elements of education, in schools which had been founded by the influence of religion.

Since 1833, the Parliamentary grants have been administered upon principles, which have promoted the display of this great phenomenon of Christian charity, and the combined operations of the Government and of the several religious denominations had augmented the number of scholars, indicated by Lord Kerry's returns, to the following proportions in 1846. In that year the Church claimed, according to the returns of the National Society, to have² 955,865 scholars in her daily schools, and 466,794 in her Sunday schools. She stated that these schools were taught by 27,826 paid teachers, and by 54,005 gratuitous teachers, that the salaries of the paid teachers amounted to 621,362*l.* 16*s.* and that the whole annual expense of supporting schools for the poor, connected with the Established Church, amounted to 874,947*l.* 14*s.*, including the resources arising from endowment, from voluntary subscriptions, and from the children's payments.

In the schools connected with the British and Foreign School Society, upwards of 200,000 scholars are probably under instruction in England and Wales.³ In the

¹ See Parliamentary Returns.

² These returns form the basis of the argument pursued in the Third Chapter. — *Church School Inquiry*, 1846-7, p. 2.

³ *Letters to Lord John Russell on State Education*, by Ed. Baines, p. 32.

Metropolitan District this Society has 203 schools, with 30,582 scholars.

The Wesleyan Communion had in 1850, in immediate connection with its Education Committee, 397 schools, containing 38,623 scholars.

The Congregational Board estimate the number of their schools, not in connection with the British and Foreign School Society, to be 89, and that of the scholars in attendance to be 6839.

The Roman Catholic Poor School Committee report that they have 585 schools, containing 34,750 scholars, in England and Wales.

Besides these schools there are others having a religious origin, connected with the smaller religious communions, concerning which no authentic information can be obtained.

No scheme of public education could be more extravagantly rash and arrogant, than one, which would either venture to overlook the religious origin, or the existence and peculiar organization, of so great a number of schools. In these facts lies the strength of the so-called "*voluntary*" party, and as a protest against the unjustifiable tyranny of crushing these schools under rival institutions, supported by the wealth and power of the State, or against their separation from the government of the Church or Congregation, and the extinction of dogmatic religious teaching in them, the exertions of that party are entitled to the public gratitude. It would be difficult to conceive, that any man of parliamentary experience could gravely propose, that local municipal boards should be invested with power to establish rate-supported schools in every parish, with whatever constitution, to the inevitable destruction of the schools of Religious Communions,—much less, that the constitution of the new schools should exclude all distinctive religious instruction. We should rather be amused, than alarmed, if any public man should offer, as a boon to the religious bodies (in whose instinctive religious

feeling the existing schools originated), to purchase or hire their school buildings, in order to appropriate them to a purely secular use. Happily, there is no majority in this country strong enough to perpetrate so gross an outrage. The Religious Communions regard with unruffled complacency, schemes which threaten to trifle with the greatest power existing in this country—that with which the national faith adheres to the institutions, which its zeal has founded for the diffusion of religious truth.

Whatever plan be adopted for the education of the entire nation, it is therefore clear, that it must be founded on religion, and recognise the existing schools. This, in itself, would be an unsurmountable obstacle to the adoption of the views of the party, which proposes a purely secular system of education. But, while the principles espoused by the Voluntary party may be regarded, as a protest against the exaggerations of those, who would promote public education by an immoderate exercise of the civil power, the Secular Educationists will probably succeed in their designs, so far, as to vindicate from ecclesiastical usurpation the religious freedom of education,—to secure the rights of the minority,—and to evoke the power of the State, to give greater force to the national will for the elevation of the condition of the poor.

In order to discriminate the mode in which these parties act on each other, it may therefore now be desirable, to analyse the opinions and proposals of the Secular Educationists.

The advocates of a system of purely secular education may be divided into two classes, viz. 1. Those in whose minds the political advantages of National Education are most prominent. 2. Those religious men, associated with this political party, who would retain schools with their present constitutions and objects, under the government of the Religious Communions, but

have not been able to discern how the civil power could be effectually exerted to render education efficient and universal, without a recognition of it as the Teacher of Religion. The views of the political section of this party were developed with much ability in the publications of the Central Education Society, under the active superintendence of an able and benevolent man, the late Mr. Duppa. They have been diffused in Scotland, by the writings of Mr. George Combe and Mr. James Simpson. More recently, the public meetings of the National Association have afforded opportunities for their expression.¹

The opinions of the political section of the Secular Educationists on the subject of religious instruction in common schools, may be fairly expressed in an affirmative reply to the following questions of Mr. George Combe²:—"Whether there be, or be not, in the nature of man, and in that of the external world, and in the relations subsisting between them, a fund of instruction emanating from God, enforced by his secular authority, and addressed by Him to the human faculties, calculated to lead us to secular happiness and prosperity, irrespective of every opinion concerning the best means of securing happiness in a future state?—Whether all scriptural precepts relating to this world and its affairs, do not harmonize with, sanction, and support the rules

¹ The Central Education Society exposed the limited number and defective condition of the schools, which then existed, in their own publications, in the *Westminster Review*, and in a series of pamphlets. *The Quarterly Journal of Education* (published by Mr. Charles Knight), gave the first account of the origin and progress of the system of public education in the several Continental States. The writers were less conversant with the organization of foreign schools, and the methods of instruction and training prevalent on the Continent, than with the resources developed for their maintenance; the social position of the teacher; the courses of instruction in the normal and common schools; the period devoted to the education of the master; the system of inspection adopted; the statistics of the numbers instructed; of the duration of school attendance; of the relations of education to crime and pauperism; and with the modes in which provision was made for religious instruction.

² *Remarks on National Education, by George Combe, 1847.*

Their Rules by which moral Instruction is defined. 39

for human conduct, deducible from the constitution and order of Nature?—And, whether it be not possible to blend the instruction emanating from these two sources in a system of National Education? If the answer be in the affirmative, then national education will be practicable by omitting merely the peculiarities of religious belief—peculiarities which, after all, relate, almost entirely, to forms of Church government and the means of securing happiness in a future life. If not, national education is now and will continue to be, impracticable, until all our fellow-subjects are agreed in their religious views, both regarding this world and the next.” In accordance with these views, the National Public School Association thus describes the character of the moral instruction to be given in their free schools, and the limitations of religious teaching. “In addition to these, shall be sedulously inculcated—a strict regard to truth, justice, kindness, and forbearance in our intercourse with our fellow-creatures: temperance, industry, frugality, and all other virtues conducive to the right ordering of practical conduct in the affairs of life.” “Nothing shall be taught in any of the schools which favours the peculiar tenets of any sect of Christians. No minister of religion shall be capable of holding any salaried office in connexion with the schools.” “The School Committees shall set apart —— hours in every week, during which the schools shall be closed, for the purpose of affording an opportunity to the scholars, to attend the instruction of the teachers of religion in the various churches or chapels, or other suitable places. No compulsion shall be used to force attendance, nor shall any penalty or disability whatever be imposed for non-attendance on such religious instruction.”

In the first scheme published by the Association, their arrangements for religious instruction did not include any recognition of the constitution of existing schools. More recently, considerations of the great extent to which education has had its origin in religion

40 *National Association comprehends Religious Schools.*

in this country, of the vast influence which it still exerts on its development, and of the fact, that almost all schools are at present under the government of the religious Communions, have led the Association to insert in a "*Bill to establish Free Schools in England and Wales for Secular Instruction*," two clauses¹, in which it is set forth that, "*existing Schools may be converted into Free Schools under this Act*," and thereby partake of the advantages of the School rate, provided "*that the inculcation of Doctrinal Religion or Sectarian Opinions shall*

1 "XIX.—*And be it enacted, that in case at the time of the commencement of this Act, there shall be within any district any existing School, and the Inspectors shall report to the Committee, that independently of any Doctrinal Religion or Sectarian Opinions there taught, the same is in a satisfactory condition, and may properly be converted into a School or Schools of one or more of the before-mentioned four classes of Schools, the Committee shall, at the request of the Trustees or Managers of such Schools (but not otherwise) constitute the same into such free School or Schools, and shall declare of what class or classes the same shall be; and thereupon there shall be such right of free admission to the same, for the purposes of secular instruction, as is hereinbefore provided with regard to Schools originally established under this Act by the Committee; but such School or Schools shall (unless the Managers or Trustees assent to surrender the management of the same to the Committee), continue under the management of the Trustees or Managers, but shall be subject to the same inspectorship as is hereinafter provided, with regard to Schools originally established under this Act, and during the management of such Managers and Trustees, the Committee shall out of the School-rate pay to them a sum at the rate of pence per week, for each scholar receiving secular instruction; such sums to be paid quarterly, or at such periods as may be agreed upon. But the Committee shall not acquire any right to interfere with the internal management, discipline, or instruction in such Schools (unless so surrendered), except in relation to the conditions herein contained.*

"XX.—*And be it enacted, that the Inculcation of Doctrinal Religion or Sectarian Opinions shall not take place in any such School, at any time on any week-day between the hours of and in the Morning, and and in the Afternoon; and that no Manager, Trustee, or other person shall be deemed to have committed a breach of trust, or be in any way liable to any Suit or Proceeding, by reason of the omission to inculcate on the scholars, during the hours aforesaid, Doctrinal Religion or Sectarian Opinions, and no scholar who receives secular instruction at any such School, shall be compelled to attend the School at other times than those above mentioned, or whilst Doctrinal Religion or Sectarian Opinions shall be inculcated; and no part of the payment to be made to the Managers of any such School shall be in any way applied, for the purpose of inculcating Doctrinal Religion or Sectarian Opinions.*"

Concession dissolves the Scheme of Secular Education. 41

not take place in any such school, at any time on any week-day, between " certain hours in the morning and afternoon, which are to be specified.

Taking into account the accordance, between the opinions quoted from Mr. Combe and the definition of the nature of the moral, and the limits of religious instruction originally adopted by the Association, these clauses contain a remarkable homage to that religious constitution, which English schools have derived from ancient tradition and modern religious zeal. To despise this homage, would be a proof of an ignorance of the power of those political principles which this Association embodies. More than twelve hundred thousand scholars taught, at an annual outlay of upwards of a million of money, in schools almost universally founded by, and under the management of, the Religious Communions of England and Wales, have secured this signal homage to the religious government, and to the "peculiar" religious instruction of these schools, from a society, one of whose necessities at first appeared to be the accomplishment of their overthrow. The leaders of this society were not men to be deterred by any but insurmountable difficulties. They are inured to the conflicts of political controversy, skilful in organization, and lucid in exposition. Cheered by the memory of victories over the most formidable combinations, they were not likely to quail before a chimera. A provision for the incorporation, in a scheme for founding Free Schools for Secular Instruction, of all existing schools of religious origin and constitution, and for the daily doctrinal instruction of their scholars according to formularies, and their training in the peculiar religious discipline of each Communion, was a step, the logical consequences of which could not have escaped the acuteness of the chiefs of this Association. Could it be presumed, that the intense religious zeal, inspired by the idea that the School was the most effectual means of christianising the English poor,

which had in a few years wrought these mighty results and compelled this homage to its power, would listen to any who should command its tide to flow no further? When the National Association thus conditionally conceded the support of the school rate to existing schools of a religious constitution, did they conceive they could refuse this aid to all future religious schools, leaving them to an early extinction in their rivalry with rate-supported Secular Schools? On the contrary, the Association (as represented in minds of political experience) must have known that, after this concession, no principle was left for defence, and that they had no power to resist the traditional authority, and the intense religious instinct, which had given birth to the school system of England, as the means of planting the religion of Christ in the households of the poor. Practically, therefore, the two important clauses, which have been extracted from the "*Bill to establish Free Schools in England and Wales for Secular Instruction*," break down the principle around which this Association was grouped, and they reduce the question of the School rate, for the support of existing and future Schools, to one of details.

In this view of the logical consequences of the two clauses quoted above, the school ceases, in the scheme of the National Association, to be a purely civil institution, erected by the State for the attainment of certain social and political advantages. On the contrary, it is an institution religious in its origin, and by the tradition and custom of England placed under the government of Religious Communions, but not the less capable of ministering to those great social and political ends, which render it an object of national importance, to secure its efficiency and permanency by aid from the public resources. The social duty of the parent, to provide for the education of the child, is not the less but the greater, in consequence of the religious character of the school, if there be secured to the parent freedom in the

choice of the school, and power to withdraw the child, from any matter of instruction to which objection may be taken on religious grounds. The support of schools may be equally derived from local rates, imposed by Committees or Boards of the ratepayers, having control of these funds, under the provisions of some general act. Such Boards, being charged with duties of a fiscal nature, may be clothed with all ordinary municipal powers, and need be subject to no extraordinary checks. The minority would appeal to them primarily for protection, in the just and equal distribution of the funds derived from the rates, and they would be charged with a variety of duties, none of which would interfere with the internal discipline or management of the school, except so far as might be necessary to secure an observance of the regulations, by which the civil rights of the parent and the child were protected. No hope could be entertained of the acquiescence of the Religious Communions in the school rate, unless the constitution of the school, as respects its management, continue unchanged, and, whatever securities were given to the rights of conscience, unless the peculiarities of its religious discipline and instruction were left without interference.

The School rate, as thus applied, would encounter no resistance from large sections of every Religious Communion, which would have regarded with consternation any attempt to withdraw the school from their control, or from their peculiar instruction in religion. The majority would have looked upon the Secular School as an institution arrayed against religion—as an attempt to plant the Tree of Knowledge instead of the Tree of Life; and those who had inherited the independence of the Puritan, as well as those who maintained the Apostolic mission of the Church, would have denied the right of the State to extract one farthing from them, for the support of the only English institution, from which the truths of Revelation were by a direct law excluded.

44 *Principles vindicated by the National Association.*

It was the misfortune of the National Association, that, while it owed its origin to the earnestness of its promoters for the principles of self-government, it encountered, by its original scheme, the necessity of overthrowing a system of school management, voluntary in its origin, independent in its constitution, and indebted for its continuance to the utmost vitality of these principles. While the Association exhibited a salutary jealousy for the rights of conscience, and for civil liberty, they adopted a plan for the imposition of a Tax for the foundation and support of Secular Schools, which would have so afflicted the consciences of the majority, that it may be questioned, whether, except in one alternative, any power exists in this country, which, even if it had become law, could have carried it into execution. While they truly felt the utmost jealousy for public liberty, they were prepared to exterminate the schools of the Religious Communions, by applying a compulsory rate to the support of other schools, from which instruction in religion was to be banished. The success of such a scheme could only have been brought about, by the intolerance of a body like that of the mediæval party in the Church, ready to deny at once the civil rights of the ratepayer; the religious freedom of the parent and the child; the province of the State in the education of the people; and to arrogate to the spiritual order a supreme authority, both over the conscience, and over all civil powers and resources. From so ghastly a tyranny, the awakened intelligence of this country would have revolted, even if it had no other alternative than the despotism of the majority.

The untenable position first occupied by the National Association has, however, been abandoned. Their labours have promoted the discussion of the mode in which school rates can be levied and applied most equitably, and in the spirit of our representative institutions. They have successfully vindicated the right of the ratepayer to the control of these funds. They have

shown how civil freedom may be protected, how public opinion may be made to exercise a salutary influence on school management, and how the parent and child may enjoy the rights of conscience without interference with the authority of the managers of schools, or with their internal discipline and instruction. A more intimate knowledge of the details of administrative procedure already in operation, would have enabled them to perceive, how their scheme might also have embodied the machinery of public inspection—the Minutes of 1846, which are effectual means of securing the efficiency of the instruction in the common school: and the plan of apprenticeship and certificates of merit, not less successful in establishing a complete curriculum of education in the Normal Schools, and in elevating the standard of schoolmasters' acquirements. Nor do I mean to say, that other obvious improvements will not be found to be the natural consequences of the principles which they have now adopted.

From another point of view, the National Association may be regarded as a protest against the monstrous doctrine that the English nation may not, by its legislature, impose upon itself taxes, for the support of a system of public education. The connexion between ignorance and irreligion is demonstrated—pauperism and crime are proved to flow from the same source—the depraved and ignorant are known to our police, as the dangerous classes which give a desperate impulse to popular tumults—as the fermenting leaven of discontent—as the explosive power of sedition. The statistics of our outlay on the means of restraining, detecting, and punishing criminals; supporting the indigent; controlling popular excesses; keeping watch against sedition, and stamping out the fires of rebellion, show that expense to be many times greater than the utmost charge of a system of public education. Every Christian heart is conscious, that the fair outward show maintained by this terrible machinery conceals

46 *Many Congregationalists support School Rates.*

misery untold—the horrors of guilt—the pangs of pining want—the madness of desperate excess—the festering mass of crime and debauchery in our towns—the poisonings of our secluded hamlets—the bloody conspiracies of our trades unions—the fanaticism of superstition—the hired assassins of ribbandism—the incendiarism of the rural districts—the blank solitude of separate imprisonment—the living hell of a convict ship, and the lower depth of a convict gang: these are in the dark background of England's security and wealth. She may have proved the insufficiency of all the voluntary efforts of her Christian charity, to reach the appalling ignorance and consequent misery of her industrious classes. Public opinion may long have arrived at the conviction, that no system of prevention is so merciful, as that which would elevate these classes to the capacity to fulfil their duties as Christians and citizens. Yet we are told, that "all Government interference with the education of the people is at variance with sound principle, involving a departure from the legitimate province of the Government."¹ Against this doctrine, the proceedings of the National Association have been a strong and unwavering protest, in the name of liberty and of progressive civilization. The Voluntary Party and that of Secular Education are here brought into direct collision.

A sense of the fallacy of this doctrine has caused a large portion of the Congregational Dissenters to unite with the National Association, thereby joining in this protest against such of their Communion, as adhere to the purely voluntary principle.

The influence of this section of these Religious Communions may, I think, be discerned in the recent remarkable improvement in the policy of the National Association, which has led to the conditional inclusion

¹ *The late Struggle for Freedom of Education, a brief Record, by the Congregational Board of Education*, p. 10. *Second Resolution, moved at the Conference of the Constituents of the Board, on the 25th Feb. 1847.*

Government Aid granted without Inspection of Religion. 47

of existing schools, in their scheme for deriving the support of public education from a school rate. If this be so, they have increased their claims to the public gratitude, by this new proof (perhaps the most difficult in practice) that their earnestness for the education of the people is stronger, than the prepossessions of opinion, or the ties of party.

The opinions of those Nonconformists, who have countenanced the establishment of a system of education in which the Government should take cognizance of secular instruction, have been ably expounded by Dr. Vaughan and Mr. Binney.

The Minute of July 10. 1847¹, accepted the fact, that the schools of particular Religious Communions were under the government of their congregations, instead of "any formal or virtual pledge that the teaching in their schools should be religious, or even that the Scriptures should be daily read in them."² The principle of this Minute was, in December, 1847, extended to Roman Catholic Schools, when it was declared, as a condition of public aid,—“That Roman Catholic Schools receiving aid from the Parliamentary

¹ “SUPPLEMENTARY MINUTE, July 10. 1847.—*Read*, the resolution of the Committee of Council on Education, of the 19th of August, 1839, as follows:—

“The Committee will require, as an indispensable condition, that an inspector acting under their authority shall be enabled to visit every school to which any grant shall in future be made. Such inspector will not be authorised to examine into the religious instruction given in the school, but he will be directed to ask for such information as to the secular instruction and general regulations of the school, as may enable the Committee to make a Report to Her Majesty in Council, to be laid before both Houses of Parliament.”

“*Resolved*—‘That it appears to the Committee that there are schools to which it is desirable that grants should be made, though the managers object, on religious grounds, to make a report concerning the religious state of such schools, as required by the Minutes of August and December, 1846.’

“‘That the principles embodied in the resolution of the 19th of August, 1839, be applied to such cases, and that no certificate of the religious knowledge of pupil-teachers or monitors be required from the managers of such schools.’”

² Dr. Vaughan, No. XII. of *British Quarterly Review*, Nov. 1. 1847, p. 535.

grant be open to inspection, but that the inspectors shall report respecting the secular instruction only.”¹ So far as the above classes of schools were concerned, these Minutes got rid of the Nonconformist objection, “that to admit the right of the magistrate to command even so simple a piece of service as the daily reading of the Scriptures, would be to admit magistracy as a religious authority, and as an authority which might then be consistently extended to other religious services, literally without number.”² The Minute of July 10. 1847, is regarded as “a valuable concession,” which “should be received with gratitude by the parties for whose benefit it is intended,”³ and “the question not unnaturally arises, — whether it would not be the wisest, the most humane, and patriotic course,” for Nonconformists to “avail” themselves “of the⁴ willingness of the Government to provide, that” their “own principles” should “be respected in their own schools.” “The⁵ common talk about the impossibility of separating” “between the general and the religious teaching in” their “schools, has always appeared to” Dr. Vaughan, “singularly incoherent.” “Demonstrate,” he says, “that the religious and the secular cannot be separated in your school, and you thereby demonstrate that the Church and State, which are made up of these two things, cannot be separated.” “The office of the priest and the school-master must be kept perfectly distinct.”⁶ “Leave the education purely *secular*, and you leave it to be naturally a State affair.”⁷

He contends, “*that Government MAY be a moral teacher to the extent that it MUST be a moral administrator.*”⁸ “In accordance with the above reasoning, we do not scruple to say, that it may be the duty of Government to become

¹ Minutes, 1847-8, Vol. I. p. xlvii.

² Dr. Vaughan, No. XII. *British Quarterly Review*, Nov. 1. 1847, p. 535.

³ Ibid.

⁴ Ibid. p. 532.

⁵ Ibid. p. 539.

⁶ Ibid. August, p. 270.

⁷ Ibid.

even a teacher of *religion, within certain limits.*" "What the Civil Government is in itself, it may become as a teacher — in other words, that all the morality, and all the elementary religious truth, that are essential to its nature, may be taught by it."¹ "It is in its proper vocation, when it says to society,— This work you must do, or we must come in and see to the doing of it."

"That views to this effect will be the ultimate views of Congregationalists themselves, and that the steps recently taken in a contrary direction are steps to be retraced, is a conclusion, to which" Dr. Vaughan "feels bound as strongly, as to the belief that there is nothing in Congregationalism at variance with the essential laws of society."

The opinions expressed by the late Dr. Chalmers, immediately before his death, had a similar practical bearing, and they are likely to be so influential on the views of Nonconformists, that they are appended in a note.²

¹ Dr. Vaughan, No. XII. *British Quarterly Review*, Nov. 1. 1847. p. 541.

² "It were the best state of things, that we had a Parliament sufficiently theological to discriminate between the right and the wrong in religion, and to encourage or endow accordingly. But failing this, it seems to us the next best thing, that in any public measure for helping on the education of the people, Government were to abstain from introducing the element of religion at all into their part of the scheme, and this, not because they held the matter to be insignificant, — the contrary might be strongly expressed in the preamble of their Act, — but on the ground that, in the present divided state of the Christian world, they would take no cognizance of, just because they would attempt no control over, the religion of applicants for aid — leaving this matter entire to the parties who had to do with the erection and management of the Schools which they had been called upon to assist. *A grant by the State upon this footing, might be regarded as being appropriately and exclusively the expression of their value for a good secular education.*

"The confinement, for the time being, of any Government measure for Schools to this object we hold to be an imputation, not so much on the present state of our legislature, as on the present state of the Christian world, now broken up into sects and parties innumerable, and seemingly incapable of any effort for so healing these wretched divisions, as to present the rulers of our country with aught like such a clear and unequivocal majority in favour of what is good and true, as might at once determine them to fix upon and to espouse it.

"It is this which has encompassed the Government with difficulties, from which we can see no other method of extrication than the one which

50 *Resolutions of the Presbyterian Synod of Scotland.*

"It is a great thing in a country like this," says Mr. Binney, "with such an ecclesiastical system as ours, and with such an exclusive spirit as pervades it, to get the idea fairly admitted, that the period of prescription and exclusiveness is past; that all forms of religious profession must needs be recognised: that there is no legislating for education without this, and that the Church must just quietly submit to it, because the time has come for it to part with a principle which it has held sacred, and for Government to admit and obey another which it thought profane. I could not advocate or approve the practical extension of this principle to the support of different Churches—the payment of their ministers, clergy, priests; but it would not involve this in my opinion, to *consent to its application to the aid of schools, though the schools might belong to the Churches*, if, according to the second of the schemes of the foregoing letter, Government knew not the school of one Church from another, enforced nothing regarding, and inquired nothing about, their religious action."¹

The Presbyterian Synod of Scotland, a body representing about six hundred Churches of Dissenters in that country, after mature deliberation, adopted resolutions embodying the principle that, while it is not the province of Government to be a teacher of religion, it does belong to Government, in case of need, to aid in giving general instruction to the people.

There is no close or lasting alliance between the Non-conformists who hold these views, and those who, chiefly

we have ventured to suggest. And as there seems no reason why, because of these unresolved differences, a public measure for the health of all—for the recreation of all—for the economic advancement of all—should be held in abeyance, there seems as little reason why, because of these differences, a public measure for raising the general intelligence of all should be held in abeyance. Let the men, therefore, of all Churches and all denominations, alike hail such a measure, whether as carried into effect by a good education in letters or in any of the sciences: and, meanwhile in these very seminaries, let that education in religion which the legislature abstains from providing for, be provided for as freely and amply as they will by those who have undertaken the charge of them."

¹ *Education*, by Thomas Binney, 8vo. Jackson and Walford, 1847.

on political grounds, lately supported a system of exclusively secular education. The purely Secular party are destined to be absorbed into that of Protestant Nonconformity, or to cease to exist. These Nonconformists would prefer to retain their Congregational Schools — though they “are satisfied that, to give a secular education to the whole nation, does not belong to the religious men of it:”¹ — “that, if left to themselves, few of them would become just towards a schoolmaster, *without ceasing to be just in a still greater degree, towards their pastors:*”² — and that they “may accept assistance from the State in this matter, consistently with a due regard to their liberties, as men and Christians.”³

Instead of excluding religious instruction from the school, as was proposed by the Secular Educationists, they propose, “that the religious education be left, in all cases, to be determined by the School Committee;” and, that in “schools where the children belong, in considerable numbers, to parents of different religious denominations, the direct religious teaching by the schoolmaster, or by ministers of religion, should be confined to particular school hours, as approved by the School Committee, and the attendance of children during those hours should be left optional with their parents.”⁴ These views have no doubt caused the recent improvement in the plans of the National Association, by which existing schools have been included in their scheme, and thus practically changed its entire character.

Further, they revolt from the idea of absorbing the whole school system (whatever its origin) into one, so purely dependent on national resources, as that proposed by the National Association. They “regard the amount of self-derived education, realized by the people of this country, as something almost sacred.”⁵ “It is

¹ Dr. Vaughan, No. VIII. *British Quarterly Review*, p. 485.

² *Ibid.* p. 505.

³ *Ibid.* p. 485.

⁴ *Ibid.* p. 486.

⁵ *Ibid.* p. 475.

the glory of Englishmen that they look to themselves for so much, and to their Government for so little. This voluntary spirit is our national spirit, and in its maturity we have the proper manhood of nations. Of course this principle must have its limits." They would therefore not extinguish voluntary exertions.

Instead of converting their schools into purely civil institutions, governed by committees elected by the ratepayers, the Nonconformists would retain their present Congregational constitution, "insisting¹ that *their own principles should be respected in their own schools*, and by restricting the terms of their co-operation with the Government, in popular education, to this point, they 'would' not only *retain their place as educators*, but *become more than ever effective in that department of labour*; and this without at all relinquishing their right of protest against the less enlightened principles which may be acted upon elsewhere."

It is not necessary to proceed further with this Review of the principles and proceedings of the parties, who have watched with the greatest vigilance the administration of the Committee of Council on Education. Two parties only are irreconcilably opposed to the tendencies of that administration. These parties are at the opposite poles of religious polity. Though, however, they could not coalesce in the support of any common plan, their separate action, in opposition to the Committee of Council, might be simultaneous. The disciples of Laud might thus co-operate with the descendants of the Puritans, to retard the progress of Public Education. The best means of averting this evil has appeared to me to be a simple analysis of the doctrines professed by these parties, which I have not thought it necessary to subject to any searching criticism. I do not believe that these principles have any hold on Parliament, or on the

¹ Dr. Vaughan, No. XI. *British Quarterly Review*, p. 268.

Public opinion does not sanction these Principles. 53

convictions of the great body of the people from which emanates decisive expressions of public opinion. But there might be some danger in the absence of a clear definition of these views. This I have attempted to give; and lest I should be accused of any mis-representation, I have appended, in notes, proofs that my exposition is correct.

CHAP. II.

THE RESULTS OF THE MINUTES OF 1846-7, AND PRELIMINARY MEASURES.

A SYSTEM of National Education is necessarily of slow growth. In a country possessing representative institutions, public opinion must first be convinced of the necessity and utility of so vast a creation, as that of universally accessible and efficient elementary schools. To suppose that, in the attainment of this conviction, all difficulties are surmounted, would be a proof of a singular want of political experience. In a mixed constitution, protecting all in the enjoyment of civil and religious freedom, the most difficult problem which can be proposed to a statesman is such a scheme, involving the civil rights and religious privileges of every class, yet in harmony with political justice, and being a full expression of the national power.

Even when these political difficulties are surmounted, the constitution of schools will be found to be interwoven with their organization and with the arrangements for an efficient school inspection, both of which require a nice adjustment of the relations of the local managers and the religious body with the Government, before a plan for the apprenticeship of Pupil Teachers and the award of certificates to Teachers can be developed. In the Normal Training Schools, in which the education of the apprentices must be completed, arise vital questions as to their connexion with the religious Communion and the Government—the curriculum of study—the proper province of inspection—the conditions of the contributions to be granted in aid of their

annual expenditure—the diplomas to be awarded to successful students, and the extent to which this institution may properly exercise its influence as a corporate body, on elementary schools temporarily associated with it, by teachers who have completed their education under its guidance.

This sketch may suffice to show that, if, in the thirteen years which have elapsed since its origin, these questions have been satisfactorily adjusted, the Committee of Council on Education has made no mean contribution, towards the settlement of a system of National Education. But these are only preliminaries to that universal diffusion and general efficiency of elementary schools, which it is the object of such a system to establish.

The state of elementary schools when this Committee commenced its labours, and the mode in which these difficulties were solved, are described in two pamphlets, entitled respectively, “Recent Measures for the Promotion of Education,” (1839–40), and “The School in its relations with the State, the Church, and the Congregation” (1847). The latter pamphlet also contains a sketch of the administrative measures, which led to the adoption of the Minutes of 1846, and explains, in some detail, their political and social bearings; their connexion with the internal organization and management of schools; and their anticipated influence on the efficiency both of elementary schools and of Training Colleges.

These summaries render it unnecessary now to review such matters in detail. A brief recapitulation, from a different point of view to that from which they were surveyed in these pamphlets, will enable the reader to estimate the value of the results of these measures.

After the failure of a plan of Public Education in 1839, in which a scheme of combined schools, on the basis of religious equality, was brought into discussion, and of another plan of combined education, in

1842, on the basis of religious toleration, the Government, pursuing its original course of aiding voluntary efforts in establishing schools, were convinced, that all the success that it had hitherto attained was attributable to the religious, rather than to the political, feelings of the country. Elementary schools were institutions intimately connected with religious congregations, and deriving their constitutions from the character of each Communion. A system of Public Inspection had been established, by which these schools were gradually associating themselves with the operations of the Government. The question presented itself, whether all the civil and political wants of the country could not be satisfied by separate schools, under the management of the congregations of the several religious Communions, as well as by any other system. To provide protection for the minority; to secure civil and religious freedom for the parent and the child; to prevent the extinction or the subordination of lay influence by a purely spiritual domination; to secure the development of an efficient course of secular instruction, while the utmost care was taken that "the youth of this country should be religiously brought up;" to place the teacher of religion in a position of pre-eminence and dignity; to surround him with all the safeguards derivable from the definition of his authority over religious teaching, the construction of the School Committee, and the right of appeal on all religious subjects to a superior spiritual power, — these appeared to be the features in the constitution of a school connected with a religious Communion, by which, while it could be rendered more efficient for the accomplishment of its original aims, it might gain a title to enjoy the advantages of support from national resources. It would, however, be necessary to combine this system of schools with a local fiscal organization — to secure in the financial department a representation of the rate-

payers, and to maintain such local and general control as would protect, not only the rights of conscience, but all other civil rights from invasion, or more gradual defeat or disuse. After the failure of the scheme of 1842, the efforts of the Education Department were gradually turned, towards the task of giving such a development to the efficiency of the schools of separate religious Communions, as to prepare them for the reception of more abundant public aid.

No hope could be entertained that Parliament would sanction the support of schools from Public Funds, without satisfactory guarantees for their efficiency, yet this improvement must be brought about and maintained, so as not to interfere with the independence of each School Committee. It was no part of the province of the Government or of its Inspectors to usurp the office of the managers of schools, in the appointment or dismissal of the teachers and their assistants — the selection of the subjects of study — the choice of the books and apparatus, or of the organization and methods of instruction. The religious discipline and instruction were still more sacred from their intrusion, and *their own instructions to their Inspectors had even restrained them, from offering advice or making suggestions on any subject, excepting when requested to do so by the managers.*

The elementary schools of the country were, however, generally in the most deplorable condition. It is not necessary here to describe again in detail, either the features of this hopeless state, or to dwell on its causes. Elsewhere it has been stated why the monitorial system had in this country, not only utterly failed, but for the time ruined the confidence of the poor in elementary schools — exhausted the charity of the middle classes — and even dragged into the mire of its own dishonour, the public estimate of what was practicable or desirable in the education of the poor. It was, moreover, a con-

58 *Examples of Schools organized with Pupil Teachers.*

sequence of the religious origin of Elementary Education, that the Day School should be little more than a less efficient edition of the Sunday School, inasmuch as its success was not promoted by the voluntary teachers, who on the Sunday devoted themselves with admirable zeal to deliver the Gospel of Christ to the poor. The religious formularies, and the Bible itself, suffered therefore a painful desecration, as the hornbooks of ignorant scholars, in charge of almost as ignorant teachers, who were for the most part under twelve or thirteen years of age.

In the first volume of Minutes published by the Committee of Council on Education, indications had been given of the first steps to be taken in the removal of these evils. Public attention was there called to the peculiarities of the organization of Dutch Schools, and to the funds annually expended in their support. This system consisted in the apprenticeship to the Master of the school of the most advanced scholars, who, from the ages of thirteen to eighteen, assisted him as Pupil Teachers during the day-time. The population in Holland is chiefly assembled in towns and large villages, and the Pupil Teachers are instructed in the evenings, by an association of the Masters of each town. Each Master selects one or two subjects of instruction with which he is most familiar, and conducts the education of the apprentices on the evenings devoted to those subjects; while other Masters in like manner take charge of it on other evenings. The Pupil Teachers are thus prepared, not only for the management of the classes confided to them in the elementary school, but for the periodical examinations of the public Inspector, by the results of which, and of the certificates delivered to them, the amount of their annual stipends is determined. They thus obtain progressive diplomas, each of which is necessary to their entrance on the more responsible discharge of the duties of their profession. At length they attain the rank of Assistant-Master, but

in this stage, they continue to aid in the management and instruction of the school. When they have attained a certain rank, they proceed to Haarlem, there to complete their studies, and their acquaintance with the principles and methods of teaching, and they become entitled, when they have secured the diploma of Master, to an appointment to the charge of a public school, according to their proficiency and skill.

It would be difficult to convey the impression received on first visiting these admirable schools—an impression most painful, when the thoughts reverted to the noise, confusion, the absence of discipline, of the most necessary apparatus, of intelligence, of attainments, and of common sense in the arrangements of the great majority of our monitorial schools; but of hopeful anticipation, from the fact that in a Dutch School of 500 or 600 children, taught in one room, every teacher, when speaking in his natural voice, could be distinctly heard by his class; that he had before him a large group of scholars, whose faces beamed with eagerness and intelligence, yet so admirably trained, that though corporal punishment is seldom or never resorted to, many doubt whether their cheerful instinctive attention is not in part attributable to the phlegm of the Dutch constitution. The answer to this doubt is, that their attention and obedience are accounted for by the intelligence and attainments developed by their teachers, and the rational methods of instruction and discipline.

It appeared more easy, as a preliminary step, to develop a system of Apprenticeship for Pupil Teachers, than to resort to the plan pursued in Prussia and other parts of Germany, and in certain of the Cantons of Switzerland, of requiring that no Master should have charge of more than a certain number (from sixty to eighty) of children. The impediments to the adoption of this latter system in England, as a first step, were numerous and obvious. It is, however, not the less necessary, that every school should have a teacher for every sixty

or eighty children, and should be assisted by an apprentice in their instruction. It was, however, first necessary to supply the Pupil Teachers, from whose ranks Teachers and Assistant Teachers might be reared.

The Committee of Council therefore directed forms of Apprenticeship for Pupil Teachers to be prepared, and these were published in their first volume of Minutes, with a brief account of the Dutch School organization. In order further to promote this improvement in school management, the same volume contained plans of school buildings, in which was shown a new arrangement of classes at parallel desks, in groups suitable for the instruction of Pupil Teachers. The object of these improvements was diligently explained in the correspondence of the office with the promoters of new school buildings, and a gradually increasing success was obtained in the adoption of these new plans. Their object was to remove in the form of the school-room, and in the arrangement of the classes, all obstacles to the adoption of the system of apprenticing Pupil Teachers, which was foreseen to be an indispensable step in the improvement of elementary schools.

But the obstacles to the introduction of a more efficient system were so numerous, as, at first, to appear to be almost insurmountable. The names of Bell and Lancaster had become the watchwords of party, and for a time their great exertions and success in establishing Day Schools had rendered every part of their system sacred. So great was the dread of introducing from the Continent either the rationalism or the mysticism of Germany, the democratic principles of Switzerland, or from France the sneering infidelity of Voltaire, or the natural religion of Rousseau; and especially, so strong was the national antipathy to that system of centralization, which the military conquests and genius of Napoleon had spread over the Continent, that every improvement, having a Continental origin,

was denounced as the offspring of one of these objects of dread.

To remove this impression, the Norwood School of Industry, and other schools for pauper children, had been carefully organized on the Dutch plan. Groups of parallel desks had been introduced — the school had been divided into eight or nine classes of from thirty to forty children, each conducted by a separate Teacher — Assistant Teachers were placed under the direction of the Master. Pupil Teachers selected from the most proficient scholars were apprenticed to him; and Lord John Russell, then Secretary of State for the Home Department, appropriated 500*l.* per annum to enable the experiment to be fully tried. As soon as the system had received a sufficient development, it was thrown open for public inspection every Friday, and visited by all who took an interest in the progress of public education. The vague apprehension of the introduction of a foreign innovation was thus effectually dissipated. The Schools of the Royal Hospital at Greenwich, of the Juvenile Prison at Parkhurst, and of other public establishments were subsequently organized on this plan.

The exorcism of this prejudice was, however, an easy task compared with the difficulty next to be encountered. Not only were the Pupil Teachers to be apprenticed, but they required daily instruction in a much higher class of studies than the scholars of elementary schools. The existing race of Masters was, for the most part, incompetent for the discharge even of this lower class of duties, and to have apprenticed Pupil Teachers to them would have been to ensure the failure of the new plan of organization. The schools which were organized under the Poor Law Commission, the Admiralty, and other departments, were supplied with Masters chiefly selected in Scotland, but these were generally imperfectly instructed in method, and ignorant of the organization of schools. The teachers of the National and

British and Foreign School Societies were then trained, for short periods only, in teaching in their central schools, and received little instruction beyond the opportunities of observation and practice thus afforded. The foundation of a Normal Training School was therefore indispensable.

But the Government had been compelled, in 1839, to withdraw their scheme for the creation of such an institution. To propose a new plan was to encounter all the risks of a great party struggle, and probably to render irreconcilable the differences created by recent strife. Yet no institution existed, into which the Pupil Teacher, at the close of his apprenticeship, could be received for a couple of years or more, to complete the training of his character, the education in his art, and the instruction in all suitable learning, without which he must unworthily undertake his duties. If such a Training College could be founded, it might raise the popular estimate of what was needed in the education of Masters of Elementary Schools. To give an example of its constitution—to make trial of the peculiar difficulties of its discipline—to develop a suitable scheme of study—to settle the proper methods and course of instruction—to determine the mode in which the teaching of the Training School might itself serve as an example to the future elementary schoolmaster, and to settle the relations between the Training and the Practising Schools, were all matters on which it might be useful that experience should be obtained. But what was most important was to discern and to develop the proper tone of thought and character among the students, to send them forth under the influence of right principles, to give them a true insight into the responsibilities and rewards of their vocation. These were the objects which the founders of the first English Training School proposed to themselves. The present bishop of Sodor and Man placed his village school under their direction as a Practising School; and, with

no little magnanimity, became the Religious Superior of the Training College. Considering the blight of suspicion and misrepresentation, which had fallen on those private persons who undertook to found this first English Training College at Battersea, the Bishop's sense of the urgency of such a step must have been great; for he had a distinct apprehension of the critical nature of the act, and a sincere desire not to mar the great enterprise in which were involved the social destinies of the poor. The founders commenced their labours in 1840, by removing from Norwood several Pupil Teachers, who had been pauper children in that school, and who are now successful masters of parochial schools. They published two reports of their proceedings, before they submitted the Training College to the examination of the Queen's inspectors; and after four years, when it had produced the effects for which it was established, they transferred it to the management of the National Society.

The consequences of this step were soon felt. The vague apprehensions of evil, from the influence of such institutions, were exchanged for a general confidence in their tendencies, and conviction of their necessity. Public opinion, in a short time, required that a systematic education and training should be provided for the schoolmaster. The Religious Communions, by whose exertions the plan of the Government Normal School had been defeated in 1839, felt that with this public example of the beneficial influences of such an institution they could not justify that opposition, unless they founded Training Colleges. Notwithstanding, therefore, the large amount of funds required for their erection, and for the charges of their maintenance, schemes for founding Training Schools were speedily formed. The Committee of Council encouraged these plans by grants of money, and in 1844 framed a Minute defining the conditions on which they could continue to grant such aid towards the erection of suitable buildings.

64 *Forty Training Colleges established since 1840.*

Before the publication of the Minutes of 1846, six Training Schools for Schoolmasters and three for Schoolmistresses had been founded in England, and four in Scotland, all of which were under the inspection of the Committee of Council on Education; besides which, two Normal Schools connected with the Congregational Dissenters existed, which had received no aid from the Government, and were not under inspection. Thus fifteen Training Schools had been founded in six years.

The Minutes of 1846 gave a great impulse to the efforts of the Religious Communions to found Training Colleges. Including that established by the Government for Departmental Schools at Kneller Hall, and that at the Chelsea Military Asylum for the army, the number for the building of which grants have been made by the Committee of Council is 39, and another College exists not subject to inspection; of these, 35 are in England, 4 in Scotland, and 1 in Wales. The whole outlay on the erection of these Colleges, amounts to 353,402*l.* 3*s.* 7*d.*, of which sum 137,623*l.* 3*s.* 9*d.* has been granted by the Committee of Council in pursuance of their Minute of 16th January, 1844; but 2 of the Colleges for Males, and 4 for Females, will not be completed till 1853. The Male Training Colleges, when completed, will provide the means of residence for 1117 students in 1853, and they can now accommodate 967. The Female Training Colleges can now receive 488 resident students, and will be able to accommodate 768 in 1853; or, in this year they will altogether be able to receive 1885 into residence; besides which all of the Scotch Colleges excepting one, prefer that their students should reside with selected families outside their walls; and two of the English permit this partially.

The Queen's scholarships to be attained at the natural termination of the first five years' apprenticeship will be awarded at Christmas, 1852; and this great extension of the Training Colleges has occurred, in anticipation of the period when this superior class of candidates will

present themselves for admission, and the funds of the Colleges will be aided both by the exhibitions of 20*l.* or 25*l.* which they will receive with each of these scholars at their entrance; and also, by the certainty of the success of the very great majority of them, in securing certificates at the close of each year's studies, and thus obtaining for the College, in the first year, a further contribution of 20*l.*; in the second, a grant of 25*l.*; and, in the third year, a grant of 30*l.*, towards the charges attending their maintenance and education.

The number of students in attendance at the several Colleges under inspection was, in 1852, 1,087 (583 males and 504 females): of these 842 were resident (471 males and 371 females).

The particulars of each of the Training Schools, on which the above collective statements are founded, are contained in the following Table : —

66 *The Training Colleges cost 353,402l. for Erection.*

TABLE showing the Situation of each of the TRAINING SCHOOLS in Great Britain now under Inspection, the Date of the Completion of the Buildings in each Case; the Cost of their Erection; the Amount of the Grant of the Committee of Council on Education; the Number of Students which each School will accommodate, and the Number in Attendance in 1852.

Name of School.	Where situated.	Date of Completion.	Cost of Erection.	Amount of Grant.	Number of Students School will accommodate.		Number in Attendance.	
					Males.	Females.	Males.	Females.
Battersea (National Society's) Church of England Do.	Battersea	25 June, 1852, recent enlargement	7,403 13 6	£ s. d. 4500 0 0	88		43	16
Bethlehem Do.	Brighton	No building grant.						36
Borough Road, British and Foreign School Society.	Borough Road	June, 1849	91,453 7 9	5000 0 0	45	30	60	
Carmarthen Do.	Carmarthen	29 January, 1849	10,653 0 0	2600 0 0	45		30	
Chelsea, St. Mark's Do.	Stanley Grove	16 August, 1842	23,651 10 9	4000 0 0	74		63	41
Cheltenham Do.	Cheltenham	19 July, 1850	17,397 9 6	4500 0 0	90	62	50	
Chichester Do.	Chichester	30 February, 1845	10,759 0 0	3633 6 8	110		40	
Derby Do.	Derby	26 November, 1851	4,776 1 10	1100 0 0	94	40	6	
Durham Do.	Durham	7 September, 1851	6,680 5 0	5000 0 0	90	40	21	35
Edinburgh Do.	Edinburgh	27 February, 1847	9,948 6 8	1000 0 0	34		34	18
Exeter Do.	Exeter	57 February, 1846	8,505 18 1	4000 0 0	34		38	18
Glasgow Do.	Glasgow	23 May, 1846	8,609 1 6	5000 0 0	25		31	13
Hammermith Do.	Hammermith	18 January, 1840	17,249 0 0	8500 0 0	35		31	36
Home and Colonial Do.	Brook Green	23 August, 1848	10,098 7 6	3000 0 0			35	
Kneeller Hall Do.	Gray's Inn Road	19 March, 1852	5800 3 0	1400 0 0	135			160
Metropolitan Do.	Whitton, Isleworth	January, 1850	41,332 8 11	{ Built by Com. of Council. £14,593 6 11	90		33	
Norwich Do.	Highbury, Islington	14 November, 1850	19,392 7 9	4000 0 0	80		37	
Gloucester, Bristol, and Oxford Church of England Do.	Culham	Building in progress	5,300 0 0	1100 0 0		40		
Rochester Do.	Aspleton, near Bristol	Do.	13,800 0 0	5000 0 0	100			
Salisbury Do.	Bishops Cleeve	Do.	11,580 0 0	3660 0 0		75		
Warrington Do.	Salisbury	17 June, 1852	9,400 0 0	3000 0 0		60		31
Wesleyan Do.	Warrington	{ An enlargement of the buildings } in progress	5,872 15 10	2500 0 0		54		35
Westminster (National Society's) Church of England Do.	Horseferry Road, Westminster	11 March, 1852	5,876 13 4	3800 0 0		72		
Whitlands Do.	Victoria Street, Westminster	in progress	38,349 16 9	7500 0 0		80		
Winchester Do.	Chelsea	15 Decr. 1851, recent improvements	18,000 0 0	7000 0 0	50	70		64
Worcester Do.	Winchester	No building grant made.	8,431 7 5	2870 0 0		100		
York and Ripon Do.	Lower Salfrey, Birmingham	11 May, 1852	8,287 6 5	2877 8 2	60		45	19
	York	25 September, 1846	11,808 1 1	4500 0 0	55		30	
			353,402 3 7	137,693 3 9	1117	768	583	804

The Homerton College (uninspected) cost 12,000l. 67

Besides these Training Schools under inspection, the Homerton Training College, connected with the Congregational Board, can accommodate 60 students. The buildings were purchased for nearly 12,000l., towards which outlay they received no aid from the public resources, and they had 50 students in attendance in 1852.

Even when the Minutes of 1846 could scarcely be said to have had any considerable influence on their prosperity¹, Mr. Moseley reports in 1851 of ten Male "Training Schools, established generally between nine and ten years ago, that they have sent out in that time 1,456 students, or, on an average, 155 annually, or from 15 to 16 from each Training School:" "that they were at the time of inspection about three-fifths full, 350 students being then resident in them, whereas they offered accommodation for 581; and that 17 of the resident students were Queen's scholars." In 1852 the number of Queen's scholars in the Training Schools (male and female) increased to 144.

The average annual expenditure of the Colleges, in the maintenance and education of each student, is, at present², 55l. 8s.; but this sum is, on the one hand, very considerably augmented by the absence of systematic arrangements and severe economy in the domestic expenses of some of the Colleges, and in others by the small number of students in attendance; and, on the other hand, what may hereafter be saved in these respects will have to be expended on an increase in the staff of masters, and the rate of their remuneration in some Colleges, in order to enable them to complete the education of the Queen's scholars successfully.

The original estimate of the Committee of Council, that the maintenance and education of each student

¹ Minutes, 1851-2, Vol. I. p. 285.

² See Table at foot of next page.]

68 *Annual Outlay in Nine Training Colleges in 1851.*

would, under wise and prudent management, cost 50%. per annum, will probably be found to be accurate in Male Training Schools and the efficiency of the education given in the Female Training Schools will suffer if it be reduced below 40%.

If, therefore, the Training Colleges, built and in progress, were to be filled in 1854, they would require for the maintenance and education of 1,117 male students 55,850%. per annum, and for 768 female students 30,620%. per annum, or a total annual outlay of 86,470%.

If, owing to various causes, of which, probably, the most influential would be the want of funds, they contained only three-fourths of the number of students which could reside in them, they would have to provide 41,900%. for the education of 838 male students, and

Annual Outlay in certain Colleges as reported by Mr. Moseley. — (*Minutes*, Vol. I. 1851-2, page 386.)

College.	Total.		Number in respect of which Average is taken.	Expenditure per Head.					
	Income.	Current Expenditure.		Tuition.	Board and other current Expenses.	Medical Attendance.	Total.		
	£ s. d.	£ s. d.		£ s. d.	£ s. d.	£ s. d.	£ s. d.		
Chester -	1,867 4 11	1,867 14 11	35	24 9 9½	22 2 2½		46 12 0		
Carmarthen	1,901 15 0	1,640 9 7½	31½	19 16 0	30 6 0	1 3 0	51 5 0		
Chichester	642 14 6	659 12 6	10	25 8 0	39 8 2	1 3 0	65 19 2		
Durham -	637 11 8½	619 8 9	15	14 16 4	26 5 1	0 4 6	41 5 11		
York & Ripon	2,150 1 1½	1,859 10 1	48	12 2 1½	25 17 5½	0 15 0	38 14 7		
Battersea* -	2,872 0 0	2,700 0 0	40	24 0 0	42 5 0	1 5 0	67 10 0		
Chelsea (St. Marks) -	5,916 12 11	4,406 8 3	60	21 18 0	50 6 8	1 3 4	73 8 0		
Exeter -	978 10 4	998 17 0	20	14 15 0	34 16 9	0 7 1	49 18 10		
Cheltenham†	2,277 0 0	2,237 7 0	35	22 0 0	41 12 8	0 5 0	63 18 4		
Total	19,243 10 6	16,989 8 1½	294½	19 18 4½	34 15 8	0 14 0	55 8 0		
				(Mean.)	(Mean.)	(Mean.)	(Mean.)		

* The expenses of Battersea are not to be taken as an usual average. In this year the management was unsettled until the last quarter.

† The expenditure of Cheltenham includes several large charges for furniture, &c.

The Outlay of these Colleges in 1854 will be 72,500l. 69

23,040l. for 576 females, or 64,940l. per annum for the maintenance and education of 1,414 resident students of both classes.

To this outlay must be added the annual expenditure in the support of the Scotch Normal Schools, amounting to upwards of 5,000l.¹ per annum, and that of the Training School of the Congregational Board at Homer-ton, estimated at 2,500l. per annum, making the total outlay upwards of 72,500l. annually.

Mr. Moseley reports² in 1851, that "the total income of nine Training Schools, arising from the fees of pupils, from voluntary subscriptions, and from their Lordships' grants, was 19,243l. 10s. 6d., and that their total current expenditure for the last year was 16,989l. 18s. 11½d.³ Their income appears by the returns to have arisen chiefly as follows:—

	£	s.	d.
"By Government grants - - - - -	1,976	5	0
<i>In the next year it rose, by grants for Certificates and Queen's scholarships, to 2,725l.</i>			
"By fees of students, paid by themselves or their relatives	5,791	9	0
"By grants from various Boards of Education, being the produce of voluntary subscriptions - - -	6,198	8	0
"By subscriptions and donations specially for the use of the Training Schools - - - - -	3,668	10	0
"By exhibitions founded by private patrons - - -	632	10	0
"By profits of four Commercial and Yeomen's Schools, taught in connection with Training Schools ⁴ - -	320	9	0"

I have collected from the principal Training Schools in England the following facts as to the sources of their income, for a period later⁵ than that to which the statements of Mr. Moseley refer. The reader should

¹ Without including the outlay on the maintenance of 34 male students in the Edinburgh Normal School of the Established Church.

² Minutes, Vol. I. 1851-2. p. 285.

³ "The surplus has been for the most part expended in buildings; 1,820l. 4s. 2d. having thus been expended at St. Mark's College."

⁴ An arrangement in all respects to be deprecated.

⁵ Except in one case.

70 *The Income of twenty-one Colleges in 1851, 44,000l.*

bear in mind that these facts are collected from twenty-one Training Schools only—that six of these were only in the first year of their administration—that the Government grants, consequent on the Minutes of 1846, were in this year only partially in operation, even as far as students obtaining certificates of merit were concerned; and that, as respects Queen's Scholars, not more than 1253*l.* had been paid, showing that this source of aid was only beginning to flow. Nevertheless, as these twenty-one Training Colleges had an income of 44,003*l.*, it does not appear, that their founders have made any serious error, in expecting that for *forty* Training Colleges double this income (of twenty-one only) can be raised. The Government aid, and its effects in stimulating private charity, as well as the contributions of the relatives, friends, and patrons of the Queen's Scholars, will probably raise the annual income of the Training Colleges in a few years to 90,000*l.*

Sources of Income in twenty-one Colleges in 1851-52. 71

TABLE of the Income of certain TRAINING COLLEGES, in the year 1851, or 1851-2 (chiefly the latter), showing the several sources from which that Income was derived.

Name of Training School.	Endowment.	Annual Subscriptions or Donations specially for Training School.	Grants from Diocesan Boards, or other Public Educational Associations.	Fees of Students paid by themselves or their Relations.	Fees of Students paid by Private Patron.	Government Exhibitions for Queen's Scholars.	Government Grants in respect of Students.	By Exhibitions founded by other Public Bodies.	By Exhibitions founded by Private Patron.	By Colleges made in Churches.	By Contributions to the Building Fund.	By Travelling School.	From other Sources.	Total.
Batavia	-	866 10 0	1000 0 0	739 12 4	-	310 0 0	855 0 0	57 10 0	-	-	394 0 0	-	-	5702 12 4
Carmarthen	-	290 15 0	637 11 10	397 9 0	-	173 10 0	215 0 0	75 0 0	146 16 0	-	113 11 6	135 4 3	433 11 7	1645 6 10
Chelsea, St. Mark's	-	558 10 6	334 6 10	1716 12 6	343 10 0	163 6 8	593 13 4	25 0 0	-	114 19 0	-	-	1470 9 0	6495 6 8
Chesham, Male and Female	-	377 6 0	500 0 0	180 0 0	-	132 10 0	190 0 0	71 17 6	13 10 0	-	95 16 5	32 11 4	53 7 0	4586 11 0
Chichester	-	380 4 0	170 4 0	463 0 0	-	68 0 0	60 0 0	-	50 0 0	6 1 2	-	-	-	1586 1 7
Derby	-	1559 6 10	414 19 3	871 10 0	108 3 5	-	-	40 0 0	45 0 0	103 13 0	-	239 10 0	82 3 2	988 0 0
Exeter	-	168 17 6	300 4 9	353 3 6	15 0 0	38 6 8	140 0 0	40 0 0	8 0 0	-	862 2 9	-	17 4 3	912 19 2
Metropolitan	-	403 4 6	1200 0 0	1067 0 2	-	-	510 0 0	37 10 0	-	-	-	-	180 5 0	859 16 5
Salisbury	-	1959 12 10	-	485 7 8	559 15 4	30 0 0	750 0 0	111 15 0	-	-	-	688 3 6	211 13 5	3074 19 1
Whitlands	-	1719 9 6	650 0 0	750 0 0	-	-	90 0 0	-	-	-	-	948 4 3	132 2 6	3147 1 6
Borough Road, { Male { Female	-	-	650 0 0	50 0 0	-	-	90 0 0	25 0 0	-	-	-	970 5 10	974 1 0	4053 10 1
Home and Colonial	-	-	891 19 0	680 14 6	-	51 5 0	280 0 0	62 8 4	95 0 0	-	-	13 19 2	730 0 0	2739 15 6
Westminster, Wesleyan	-	-	135 5 3	127 14 0	58 10 0	16 13 4	103 6 8	62 8 4	-	3 2 1	-	16 15 4	944 13 0	3150 0 9
Hammermith Roman Catholic	-	-	-	-	-	-	-	-	-	-	-	-	-	783 5 11
York and Ripon *, { Male { Female	-	-	-	-	-	-	-	-	-	-	-	-	-	783 5 11
	-	8291 16 10	9294 11 0	11668 7 9	91289 6 9	1253 1 8	434 6 8	686 10 10	990 6 0	126 15 3	1465 10 8	1866 3 11	3039 0 4	44403 7 8

* The sums in these Columns will not agree with the statements contained in the Table of Grants awarded in 1851, because those grants were paid at times not corresponding with the period mentioned in this Table. The Grants to Training Colleges for Certificated Students alone in 1851 were, in England and Wales, £4732.
† The whole year in this case is estimated from a return of three quarters of a year.

72 *Queen's Scholars will improve the Training Colleges.*

This tabular view of the sources whence the income of Normal Training Schools has been hitherto derived, must be regarded as exhibiting a condition, in some respects, unhealthy. The large extent to which the Colleges have been dependent on the fees paid by the Students (unprepared by an apprenticeship, or any other form of preliminary training), or contributed by their relatives or patrons, had occasioned the admission of many pupils, who were neither intellectually nor even physically eligible, but were rather below the average of young men in their rank in life, as respected attainments, capacity, and zeal. The Minutes of 1846 will make a complete revolution in this respect, by filling the Training Colleges with the Queen's Scholars,—the *élite* of the apprentices, who are themselves the most promising Scholars in the elementary Schools of Great Britain.

Even if 70,000*l.* or 90,000*l.* per annum could have been raised, without the stimulus of the Minutes of 1846, to support the annual expenditure of thirty-nine Training Colleges, it is clear that, in proportion as the want of the income augmented, the facilities for the admission of Students, whose friends or patrons could pay for them, would have increased, with a diminishing jealousy as to the qualifications of the candidates, and a consequent deterioration in their competency.

From embarrassments of so hopeless a character, we therefore turn with satisfaction, to contemplate the mode in which the future prosperity of the Training Colleges is to be secured, under the Minutes of 1846.

The English Normal Training School is founded by the contributions of the Religious Communion with which it is connected. It generally consists of a group of buildings, in a collegiate style of architecture, comprising dormitories, a hall, and a refectory, and domestic offices, as well as a library, class-rooms, and a residence for the Principal, Vice-Principal, and three or four Masters. Immediately adjacent is an elementary school

for the poor, with a house for the Master, who is commonly also a teacher of the theory of school method and organisation in the College. The Committee of Council contribute, towards the cost of the collegiate buildings, at the rate of 50*l.* for every student accommodated, and about one-third of the cost of the Practising School. The governing body ¹ generally consists of about equal numbers of clergy and laity, over whom ordinarily the Bishop in the Church, and, in other Communion, the Chairman of the Central Education Committee, presides. These Managers appoint and dismiss the Principal, and all Masters; admit and remove the Students; regulate the course of studies and the discipline, as well as all domestic and financial details. They are also responsible for the annual expenditure, and have charge of the resources, of whatever kind.

This income is, as we have seen, derived from voluntary contributions, from the annual payments of the Students, and now, from the grants of the Committee of Privy Council.

The Principal, however, represents the Board of Managers, as their executive officer. He is commonly aided by a Steward in the domestic arrangements; and besides taking the most prominent position in the personal instruction of classes, defines and inspects the whole of the courses delivered by the other Masters, so as to give them a common aim; regulates the religious and moral discipline; conducts the daily religious exercises; presides at meals; exercises a constant vigilance over the orderly succession of the daily routine; and conducts the correspondence of the College.

The English Training College differs from that which existed in France under the direction of the University,

¹ The constitution of these governing bodies is, however, most imperfect; and in one diocese we remark that, with the exception of certain nobility and gentry who are honorary members, the laity owe their position as members of the board to the nomination of the clergy, each in his own parish selecting the layman.

inasmuch as it is founded and governed by the Religious Communion: the primary responsibility for its maintenance rests on that body: and the whole discipline and management are immediately under its control. It is only secondarily that the Government intervenes, by inspection, to ascertain whether a certain standard is attained in the results of the courses of study; and according to this standard, to apportion the aid of the State. The cry which the religious party successfully raised against the Training Colleges of France, cannot therefore be put forth in Great Britain. Here, the Training Colleges are carefully guarded from the jealousies of the Religious Communions, yet may with the aid of Government be enabled to fulfil all the legitimate objects of the civil power.

The founders of these Training Schools had need of no little faith at their origin, for they had to collect their funds from a half-awakened public interest and conviction, and to derive their annual resources, in an equal degree, from voluntary aid and from the contributions of the Patrons of the students. The extent to which the Colleges depended for their support in the first instance on these Patrons, deprived them, as we have said, of the power of exercising much discretion in the selection of students. They had before them the alternative of closing their doors, or of accepting almost all whom the Patrons presented. They generally, therefore, scarcely rejected any on account of low intellectual qualifications or attainments, or even of physical defects; but they were scrupulously vigilant against the admission of any against whom moral objections could be alleged; or were careful summarily to purge the Colleges of such evils, when discovered. Under this system the Training Colleges would have continued to languish for want of funds, with imperfectly developed courses of instruction, too small a staff of Masters, and too limited a period of training. But they also would have trained a class of Teachers with low physical and intellectual qualifications, whose imperfections would not

have been mitigated by a systematic education before they entered the College, nor have been corrected by the extent of assistance and instruction they received, during their limited residence.

The system of apprenticeship which was essential to the correction of these evils, has been fully set forth in the Pamphlet entitled "The School in its Connection with the Church, the State, and the Congregation," in its political and social relations, and its connection with the Elementary Schools. Its influence on the Training School, as part of a system of public education connected with the Religious Communions, remains to be described.

The Minutes of 1846-7 confide the charge of the apprentice of the Elementary School to its Managers, until he attains the rank of Queen's Scholar, when his education as a Schoolmaster will be completed, under the direction of the Governors of the Training School. At any point of this career, he may be dismissed by the Managers without appeal. He is morally and religiously, as well as intellectually, under their guidance and control. The conditions of his education are, that he should, as a candidate, and in every year of his apprenticeship, pass certain examinations before the Queen's Inspector, on subjects minutely prescribed in the Minutes; and that the Clergy and Managers, or in Dissenting Schools the Managers only, should certify that his moral conduct and his attention to his religious duties have been satisfactory.

The most vigorous, intelligent, well-conducted, and proficient scholars are chosen as candidates; none are admitted who have any physical defect, or whose parents do not set an example of Christian life to their children. The apprentices receive daily one hour and a half of separate instruction from the Master; they spend about a similar period in diligent preparation for his lessons; and during five hours, they are familiarised with the management and instruction of an Elementary

School, by having charge of one of its classes. Every school thus contributes its moral and intellectual excellence to the future staff of English Schoolmasters. Annually those who fail intellectually or morally are sifted out; and at the close of the apprenticeship, none can attain the rank of Queen's Scholar, without a vigorous competition with all whose term closes in the same year.

During the apprenticeship, the Committee of Council support the Pupil Teachers by stipends rising from 10*l.* in the first year to 20*l.* in the last; and also reward the Master, for the instruction which he gives them, by an annual addition to his salary, proportionate to the number of his apprentices.

Not only is the Elementary School thus rendered much more efficient, without any additional charge to the Managers, but it provides a systematic education for carefully-selected Apprentices. Their whole training is subject to the utmost vigilance from the Managers and Teachers, by whom their character, and attainments are developed, and also to the test of an annual examination. Finally, a general examination determines who are worthy to enter the Training Schools as Queen's Scholars.

The Queen's Scholars will feed these Colleges, with a class of Students systematically prepared by a special education and practical training. The whole groundwork of their studies will have been laid with technical accuracy — they will have acquired considerable practical acquaintance with school keeping, and in both respects they will be prepared for more comprehensive and higher instruction,—they will be ready to grasp principles, which will group together the fragments of their previous learning, and to understand theoretic lessons on school management by the light of their previous experience. Moreover, they will be trained (by five years of habits of close application) to the duties of their collegiate course; they will have a full ac-

quaintance with the responsibilities, hopes, and rewards of their future career, and will therefore be under the influence of the most powerful incentives to exertion. There will, therefore, in future, be no danger, that the Training Colleges will be supplied with a class of Students unworthy of their vocation.

On the other hand, the Annual Incomes of the Colleges will receive a supply, by which they will be enabled to appoint Masters of greater ability, and to increase their number, as well as to prolong the course of instruction. For every Queen's Scholar admitted, the Government will pay from 20*l.* to 25*l.* towards the cost of his maintenance and education during the first year, and if he obtain a Certificate at the examination of the Queen's Inspector at its close, a second contribution of 20*l.* will be made. The whole expenses of his education and maintenance, including all salaries and other charges, except clothing, may, in a well-conducted Training School, be estimated at 50*l.* In the first year, therefore, four-fifths of this outlay, for a successful Student, will be borne by the Government. His clothes will be found by his parents, and the Training School will have to provide, from private contributions or the aid of his Patron, the rest of the charge. In the second year, a successful Student will, by his Certificate, secure 25*l.* and in the third year, 30*l.* towards these expenses. In the majority of cases, either the Parents or the Patrons will pay at least half the remaining sum; and every College has private exhibitions, and additional rewards for success, by which the other half may be won by vigorous application.

The subjects of examination for the Certificates of Merit and the standard of attainments required, have been determined by experience, gradually accumulated in these Training Colleges, under the observation of the Inspectors. The trials are conducted by examination papers, which are prepared by the Inspectors of Training Schools, and revised at a Conference of Inspectors and the Chief Examiner, over which the Secretary pre-

sides. The gradual growth of these arrangements has thus enabled the Department to secure a general concurrence in the course of study in the Training Schools, and a complete harmony between them and its own requirements. In like manner, the Minutes, which prescribe the subjects in which the Pupil Teachers are to be annually examined, were intended to be a fitting preparation for their success in the Training Schools.

By these means, the future prosperity of the Colleges under public inspection has been secured. Certain of the apprentices who commenced their term in 1847, have been able, by superior qualifications and attainments, to pass the examination of the fifth year at an earlier period of their apprenticeship. The Table No. I. in Appendix C. shows, that the Colleges have already begun to reap the fruits of this system, although the first five years' apprenticeship of the earliest Pupil Teachers do not expire before the autumn of 1852, and consequently, the exhibitions hitherto granted to Queen's Scholars are the results only of singular examples of proficiency. Thirty-nine such scholarships were awarded in 1850, and one hundred and forty-four in 1851.

At the same time the Colleges have received a grant, varying from 20*l.* to 30*l.*, for each student of the old class, to whom a certificate of merit had been awarded, while resident in the Training School.

From these two sources, the twenty-five Training Colleges, enumerated in the following table, received 8,613*l.* 19*s.* 2*d.* towards their annual expenses in the year 1851, on behalf of 305 certificated students, and 144 Queen's Scholars. This sum was granted in pursuance of the Minutes of 1846-7, before the very great majority of the first Pupil Teachers had completed their apprenticeship, and therefore one year at least before the effects of those Minutes on the number of Queen's Scholars admitted could be ascertained, and two years at least, before the consequences of the admission of Queen's Scholars, on the number of certificates granted to students in the Colleges, could be developed.

5607 Pupil-Teachers had been apprenticed in 1851. 79

On the 31st of December, 1851, the number of pupil-teachers apprenticed in Great Britain was 5607 (3657 boys and 1950 girls), who were in the several years of their apprenticeship set forth in the following Table:—

1st Year.		2nd Year.		3rd Year.		4th Year.		5th Year.		Total.	
Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
757	457	797	490	958	452	830	387	315	164	3657	1950

From this Table it is clear, that the succession of well-trained candidates for admission into the Training Colleges is now certain. The number of these apprentices who will obtain Queen's scholarships will probably be sufficient, with the funds granted for certificates, the payments of the students, and voluntary contributions, to supply an income for their efficient management.

The Minutes of 1846 have also given an impulse to the studies of those masters who were then in charge of schools, not having been educated in Training Colleges. It was of great importance, both for the improvement of elementary schools, and for the more successful education of pupil-teachers, that, as an incentive to exertion, the certificates of merit, and the consequent augmentation of salary, should be open to this class of masters. The instruction of the pupil-teachers, with its attendant studies, was in itself a preparation of the master for the examination for a certificate, and afforded a constant stimulus to the necessary application. There has, also, been a very natural and just apprehension, that unless the existing masters removed by self-education their disabilities, they would ere long be pushed from their stools by the Queen's Scholars, when they had completed their collegiate course. The augmentation of the masters' income by the annual grant of the Government, and the increased consideration to be derived from the possession of the certificate, together with more generous

motives came in aid of these fears.¹ The consequence is, that many masters of schools have renewed their studies, and with such perseverance, that certificates have been awarded to a larger portion of them than could have been expected.

There were on the 31st December, 1851, 1173 certificated teachers in Great Britain (845 schoolmasters and 328 schoolmistresses), of whom, however, a very large proportion had obtained their certificates as the students of Training Colleges, or had previously received instruction in them.

The successful exertions of these teachers to obtain their certificates must have reacted most beneficially on the education of the pupil-teachers, and will thus contribute to the prosperity of the Training Colleges, while it must ultimately prove most useful to their own schools.

The English Normal Training College has thus received a definite constitution, in harmony with the separate religious organisation of elementary schools, and forty such establishments have been incorporated into a scheme of administrative action, in which the education of the future schoolmaster commences in the infant, is pursued in the elementary school, developed during his apprenticeship, and completed as a Queen's Scholar in the Training College. In every part of this career, he is subject to the direct and independent influence of the Religious Communion to which he belongs, through the managers of the schools or College. But his exertions are inspected and rewarded by the Government. He passes through a graduated series of examinations, by which every portion of this system is brought into harmony, and made to subserve one common end. The principle of self-government is thus reconciled with the claim of the Executive to full security for the efficient application of the public money. The Religious Communion and the Civil Power have

¹ Minutes, 1848-9-50, Vol. I. p. 62. Mr. Cook's General Report.

each separate spheres of action: religion is most jealously guarded from the intrusion of secular authority, without suffering any divorce from the school. The schoolmaster will have had all the experience of his scholars and his apprentices, as well as of their future course as Queen's Scholars. He will belong to the class for which he ought to have the deepest sympathy. His experience will not be limited to that of domestic life in his parents' cottage, — nor will it be likely that, after five years' practical training in the school, the corporate life of his college can so deeply stamp its own device upon his mind, as not to leave it susceptible of impressions which his education will fit him to receive from society. His instruction will be neither too special nor too meagre: too general nor too collegiate. From its commencement to its close, it will be under the influence of religion in his own Communion, and it will be at all times under the vigilance of a department to which the civil interests of education are confided. The experience of twelve years since the foundation of the Battersea College, the growth of forty similar institutions at a cost of 353,402*l.*, and with a probable annual outlay of 70,000*l.* for the education of 1600 to 1900 students after the lapse of another year, are among the proofs that the Training College is firmly established in its present relations to the Religious Communion, and to the Government.

The grant of 8613*l.* 19*s.* 2*d.*, awarded in 1851 towards the annual expenses of the twenty-five Colleges whose names are given in page 67., was not the whole sum voted by the Committee of Council to this object in that year. Besides this, it has for many years been their practice to pay 1000*l.* to the National Society, 750*l.* to the British and Foreign School Society, and 1000*l.* to the Established Church of Scotland. These sums, together with 3019*l.* 13*s.* 6*d.* expended in the support of the Training School for Masters of Workhouses and other departmental schools, and 250*l.* of arrears paid to

82 *Queen's Scholars' Knowledge must be sound and solid.*

the Scotch Church, amount to 6019*l.* 13*s.* 6*d.*, which, with the 8613*l.* 19*s.* 3*d.* of grants arising out of the Minutes of 1846, raise the above contributions in 1851 to 14,633*l.* 12*s.* 9*d.*

The sum must undergo a great augmentation, when the 479 pupil-teachers whose apprenticeship expires in 1852 have been examined for Queen's Scholarships. The standard of attainments to be required from a Queen's Scholar is nowhere expressly defined. "A certain number"¹ are to be selected from the pupil-teachers "who, upon competition in a public examination to be annually held" by "one or more of her Majesty's Inspectors," "and the principal of a Normal School under inspection," "in each Inspector's district," may be found most proficient in their studies, and skilful in the art of teaching, and concerning whose character and zeal for the office of teachers, the Inspector of the district shall give the most favourable report."² But in a circular letter to these Inspectors, dated July, 1850, the Committee of Council stated, "*My Lords will not grant any exhibitions of this nature to candidates whose attainments are not indisputably good, sound, and solid as far as they go.* As to the number of these scholarships to be allowed, their Lordships will confine it to within twenty-five per cent. of the number of students resident in each Training School for one year and upwards, at the date of the examination. Their Lordships reserve to themselves the liberty of reconsidering the number of these Scholarships, when they shall have before them the results of further experience."

If three-fourths, or even two-thirds, of the 479 pupil-teachers whose apprenticeships expire in 1852 obtain Queen's Scholarships, these numbers, distributed among the 34 Training Colleges then completed, would respectively supply $10\frac{1}{2}$ and $9\frac{1}{3}$, on the average, to each of them. At the close of 1853 the number of candidates

¹ Minutes, Vol. I. 1846, p. 10.

² Ibid. Vol. I. 1850-51, p. 19.

Training Colleges may educate 2130 Students in 1854. 83

for Queen's Scholarships will rise to 1157 (deducting 5 per cent. for the failures of 1852); and, if three-fourths succeed, the average number capable of entering each of the 39 Training Colleges which will then exist will rise to $22\frac{1}{4}$, and, if two-thirds succeed, to $19\frac{3}{4}$.

Now these 39 Training Colleges will be capable of accommodating 1885 resident students, besides which the Scotch and other colleges educate 245 non-residents, or they will be able to educate altogether 2130 students in 1854.

If two-thirds of the 1157 candidates for Queen's Scholarships succeed at Christmas, 1853, then 771 Queen's Scholars will be eligible for admission, or more than one-third of the whole number of students (resident and non-resident) which the collèges can accommodate.

In 1852 the existing colleges had 583 male and 504 female students in attendance, of whom, deducting 245 non-residents, 842 were accommodated within the colleges. It may not, therefore, be improper to expect, that, notwithstanding the rule contained in the Circular Letter of July, 1850, at least 220 Queen's Scholars will be admitted with exhibitions in 1853, as residents; and, if the rule does not affect Scotland, the 22 pupil-teachers whose apprenticeships expire this year in Scotland might be added to this number, making a total of 242. This would, however, leave 77 (out of two-thirds of 479, or 319) Queen's Scholars, for whose further education in the Training Schools provision would have to be made by their parents or patrons, or by the Institutions themselves.

On this calculation the Training Colleges would, in 1853, besides the 601*l.* 13*s.* 6*d.* contributed to their general expenses, receive in England and Wales (140 males at 22*l.* 10*s.*, and 80 females at 15*l.*) 4350*l.* in 1852 instead of 2790*l.*¹ in 1851. The grants on ac-

¹ See Minutes, Vol. I. 1851-2, p. 243.

*84 Government will pay 30,000*l.* to Training Colleges in 1854.*

count of certificated masters may be expected to increase one-half above those of 1851, or to 8000*l.* The contributions of the Government in this year (1853) will therefore be at least 20,000*l.*, even if the rule of July 1850 be rigidly enforced.

In 1853, it may be presumed that the Colleges will contain 1200 students, or 360 more than in 1852, and not quite two-thirds of the number they can accommodate as residents; in which case they might, according to the rule of July 1850, receive only 300 Queen's Scholars out of (two-thirds of 1157 pupil-teachers, or 771), leaving 471 to be educated in the colleges, or otherwise provided for by parents, patrons, or the Institutions. This seems an improbable result. I therefore presume, that the Committee of Council will admit Queen's Scholars, equal to one-half the number of the students who have then become resident for a year and upwards, or nearly 600 Queen's Scholars out of 771, leaving from 170 to 200 to be provided for otherwise, either in the Training Colleges, or elsewhere.

If we were to presume that 600 Queen's Scholars would be thus admitted with exhibitions in 1854 (400 males at 22*l.* 10*s.*, and 200 females at 15*l.* each), the grants for Queen's Scholars would rise to 12,000*l.*, for general expenses would remain 6000*l.*, and for certificated masters might be expected to reach 12,000*l.*; making a total contribution of 30,000*l.* from the Government out of a probable outlay of 70,000*l.* by the Training Colleges.¹

Now we have seen in the Table in page 71., that twenty-one of the Training Colleges derived, from sources independent of aid from the Government, an income in the year 1851-2 of 44,003*l.*; and though this Table comprises some of the chief Training Schools, it must

¹ The outlay is calculated on the supposition that the Colleges would thus educate 838 male and 576 female residents, at an expense of 64,940*l.*, and that 5,000*l.* would be expended on the non-resident students of the Scotch Training Schools.

5607 *Pupil-Teachers in 1852 probably cost 97,630*l.** 85

also be borne in mind that six were in the first year of their operations, and others waiting for their development, by the operation of the system of apprenticeship and the admission of Queen's Scholars.

If the regulation of July 1850 were modified so as to permit Training Colleges to have Queen's Scholars equal in number to 25 per cent. of the pupils in residence in each of two successive years (in proportion as the Queen's Scholars entered or remained for a period of two years), it would cease to operate as a discouragement to a two years' course of study. Experience will, I have no doubt, prove the necessity of adopting this or some similar provision. With such a rule, I should expect that a two years' course for Queen's Scholars would be almost invariably adopted, and a sufficient income would be permanently secured for the Training Colleges.¹

In the year ending the 31st December 1851², the Committee of Council paid 77,990*l.* 0*s.* 9*d.* for the annual stipends of 4478 apprentices, and gratuities to the schoolmasters for their instruction. The number of scholars instructed in the schools in which they were employed was 220,022; but on the 31st December 1851 the number of pupil-teachers had increased to 5607³; so that if the payments in 1852, for the stipends of pupil-teachers and the gratuities of their Masters, bore the same proportion to this number as in 1851,

¹ The rule as now worded is — "As to the number of these scholarships to be allowed, their Lordships will confine it within 25 per cent. of the number of students who shall have been resident in each Training School for one year and upwards at the date of the examination." Hence, in order to enjoy as many Queen's Scholars' exhibitions as possible, it is the obvious interest of the College to limit the training to one year, in that year to gain both the exhibition and the grant for the certificate—and then to take another Queen's Scholar. The temptation to adopt this course would be gone, if a double number were admissible for two years' training.

² Minutes for 1851–2, Vol. I. p. 137. General Summaries for year 1851, Table No. V.

³ *Ibid.* p. 142., Table No. VI. Total for Great Britain.

*86 Certificated Teachers in 1852 probably received 19,039*l*.*

the Government would have to pay 97,630*l*. in 1852 for the support of the system of apprenticeship in schools instructing 275,494 children.

In the year ending the 31st of December 1851, the Schoolmasters and Schoolmistresses in charge of schools who had gained certificates of merit at the annual examinations were paid¹ 15,473*l*. 14*s*. 2*d*. by the Committee of Council, in augmentation of their salaries. This grant was distributed among 948 teachers (689 male, 259 female), who had charge of the education of 104,958 scholars. The average amount of the augmentation was 17*l*. 19*s*. 2*d*. for Masters, and 11*l*. 19*s*. 4½*d*. for Mistresses, the total average income of the Masters being 83*l*. 8*s*. 5½*d*., and of the Mistresses 53*l*. 9*s*. 3½*d*. ; but the number of certificated teachers on the 31st December 1851 had risen to 1173² (Masters 845, Mistresses 328); and if the average amount of the augmentation continued at the same rate, the Government would have in 1852 to pay 19,039*l*. to certificated Teachers, having charge of 129,840 children.

From the commencement of its labours in 1839, the Committee of Council on Education has also been gradually promoting the extension of elementary education, by grants in aid of the erection and enlargement of schools. The convenience and stability of these buildings, and their adaptation to improved methods of organisation and instruction, has been an object of constant solicitude, as well as the constitution settled by the trust deed for their future management. All the schools thus aided are permanently associated with the department, by a clause in the deed which secures their inspection; and it is to be regretted that, owing to the rapid development of the operations of the Committee in connection with the Minutes of 1846, it has

¹ Minutes, 1851-2, Vol. I. p. 137. General Summaries for year 1851, Table No. V.

² Ibid. p. 142., Table No. VI. Total for Great Britain.

School buildings for 532,350 Scholars cost 1 Million. 87

not been possible to provide for the periodical inspection of these schools, unless when also in receipt of aid towards their annual expenses under these Minutes. The number of schools thus built, enlarged, and repaired on the 31st December 1851, amounted to 3474¹, and they contained accommodation for 532,350 scholars, at eight square feet for each child. The money paid by the Committee of Council towards this object amounted, on the 31st of December 1851², to 406,508*l.* 18*s.* 1½*d.* towards a total cost of 1,014,025*l.* 10*s.* 8½*d.*; besides which there were, at that time, about 330³ schools in course of erection, towards which grants had been promised.

To conduct the inspection of these schools, to aid in the administration of the Minutes of 1846, and to examine the Normal and Workhouse Schools, the Committee have appointed twenty-four Inspectors and nine Assistant Inspectors. In the year expiring the 31st December, 1851, these officers were⁴ twenty-five in number, and the charge for their services and travelling expenses amounted to 19,679*l.* 1*s.* 1*d.*, but it is now at the rate of about 26,000*l.* per annum.

The time of the Inspectors is now almost absorbed by the administration of the Minutes of 1846, and their personal influence concentrated on the schools which partake of the benefits of those Minutes. Nevertheless their Reports are means of diffusing the results of their experience; and their visits, prior to 1847, had conduced to stimulate the exertions of the School Committees and their teachers; to raise, in popular opinion, the standard of elementary education; to diffuse an acquaintance with improved methods and books; to dissipate prejudices as to the interference of the Committee of Council, and thus to prepare for the reception of the Minutes of 1846. Their labours have

¹ Minutes, 1851-2, Vol. 1. p. 142. Table VI.

² Ibid. pp. 135-6-7, Tables III. IV. V.

³ Ibid. p. 142. Table VI.

⁴ Ibid. p. 137. Table V.

also spread among the humbler classes a general sense of the vigilant care of the Government for their well-being, and thus, among other concurrent causes, have promoted that political repose which has characterised the English poor, while the whole of Europe has been threatened with a Socialist rebellion, has suffered the confusion of Democratic revolutions, and the revulsion of military despotism.

During the earlier operations of the Inspection of Schools, the Committee of Council permitted their Secretary and other officers to give a public example of improved methods of instruction, in a great school, which was established in Exeter Hall, and maintained there for three years. The success which attended Mr. Hullah's singing classes in this school led to the foundation, under his able direction, of a School of Vocal Music, and to the erection of St. Martin's Hall, by the exertions of his pupils and friends, and by his own funds, without any charge on the public resources. During the three years in which the School of Method was in operation, Mr. Hullah not only gave his services and those of his assistants gratuitously, but the profits of the singing classes enabled the Directors to support the charges of classes for drawing from models; for writing on the method of Mulhauser; for arithmetic after the method of Pestalozzi; besides popular classes in chemistry, and other subjects. The annual expense of these classes amounted to upwards of 3000*l.*; and the school was attended by 3000 persons in each of the two latter years; the income being derived solely from the payments of the pupils, who consisted of teachers of day and Sunday schools, superior mechanics, apprentices, shopmen, and some few members of the middle classes. Mr. Hullah has in this School of Method, and in St. Martin's Hall, founded a school of popular instruction in music, by exertions not less distinguished by their generosity and perseverance, than by his remarkable scientific and practical skill. From this School of

Grants for Purchase of Books, Maps, and Apparatus. 89

Method, and from the training and practising schools at Battersea, proceeded efforts to improve the books in use in elementary schools. Mr. Hullah's Manual and Grammar of Vocal Music; Mr. Butler's Williams' Manual of Drawing from Models; Mr. Tate's Arithmetic, and Elements of Mechanics; and the Manual of Mulhauser's Method of teaching Writing, gave the impulse to the publication of a series of new school books, which have had remarkable success.

In 1847-8 the Committee of Council, likewise, in order to promote the purchase of school books most approved by general experience, made grants in aid of local contributions. They published a list of books used in the best schools in Great Britain¹, for the information of the promoters of schools, and they entered into such arrangements with the publishers, that these books could be purchased, without any charge for agency, at the trade price, being an average reduction² of 43 per cent. from the cost at which they were published. They further made a grant of one third of the value of the books at this reduced price, so that the School Committees obtained the best school books at less than half the cost at which they could be purchased from booksellers. The Government, in the year ending the 31st December, 1851, paid 1714*l.* 19*s.* 7½*d.* towards providing books and maps for 522 schools; the total cost at the reduced prices being 6655*l.* 14*s.* 7¾*d.*, while their price in the shops would have been 43 per cent. more, or 11,676*l.* 15*s.* and their cost to the School Committees, deducting the grant, was only 4940*l.* 15*s.* 0*d.*

The whole of the administrative machinery which

¹ "These schedules are intended to comprise books and maps, the merit of which has received the sanction of public opinion, as shown by their extensive adoption in schools under their Lordships' inspection. The Committee do not assume any other responsibility for the character of the books contained in these schedules, than that which attaches to the fidelity and diligence with which their Lordships ascertain and record the opinion of the public."

² The reduction varied from 32 to 55 per cent., and as the cheapest books are generally chosen (the character of all in the list being good), the reduction will practically be above 43 per cent.

90 Testimony of the Queen's Inspectors as to Pupil-Teachers.

has been described has been in active operation since 1847, and the previous eight years were diligently employed in preparatory labours. The Reports of the Queen's Inspectors give a satisfactory account of the character and attainments of the pupil-teachers, and of the influence of their assistance on the condition of the school. These latter results must now be brought more carefully under the attention of the reader. The candidates have been, for the most part, selected from amongst the children of superior artisans, foremen, or labourers, in some position of responsibility; or, of the humbler tradesmen¹, whose families were distinguished by the respectability of their habits, if not by an exemplary Christian life. Their children had, by the combined efforts of home education and school training, become the best conducted and most proficient scholars, and were, on these several accounts, selected as candidates. During the apprenticeship² the lay and clerical members of the school committees aid the schoolmaster, in watching over their conduct. The clergyman, or other minister of religion, often assists the teachers in their instruction, especially in religion. Besides the hours devoted to school-keeping, when each conducts his class in the presence of the Master, they spend one hour and a half with him daily, to receive special instruction. To prepare for this, they must rise at cock-crow, and devote at least an equal time to study. The pupil-teacher is thus not withdrawn from the influences of society, and of home; his rearing is not the sickly forcing of an exotic; but he encounters the dangers and trials of youth, under the most favourable circumstances. "I think," says Mr. Moseley³, "the existing arrangement preferable to any expedient which, with a view of preparing young persons for the office of Teacher, should congregate them in great num-

¹ Minutes, 1848-9-50. Mr. Moseley's General Report, p. 21.

² Ibid. Mr. Moseley's General Report, p. 20.

³ Ibid. Vol. I. p. 22.

bers, leave them but little room for independence of action, or moral responsibility, and deprive them, at an early age, of the charities and amenities of a home." Mr. Cook's Report for 1849¹ contains some excellent suggestions as to the means of preserving their health under these exertions, which every master should be careful to read. The standard of attainments required from candidates is designedly not high, but it rises in every year of the apprenticeship by steps which require exertion, both from the teacher and his pupil. This progress is tested by an annual examination on subjects prescribed in the Minutes. The object of this course is to give them the most thorough acquaintance with the ground-work of elementary instruction, and to prepare them, by the technical accuracy of this knowledge in every branch, for the more comprehensive and theoretic instruction of the Training School. The Inspectors state that the "standard², at the end of each year, is one which they can all reach without any distressing exertion. It embraces no subjects that are not practical and necessary for teachers, and requires no peculiar talents in the pupil." The Reports of their progress, by the Inspectors, have been very encouraging. The number of moral and intellectual failures has been small. While, on the other hand, though the first indentures of apprenticeship were dated 1847, and could not expire before the end of five years, unless the pupil-teachers passed the examination of the later year at an earlier period, yet, thirty-nine apprentices had gained Queen's Scholarships in 1850, and been admitted into Training Colleges; and this number increased in 1851 to one hundred and forty-four.

Rather than encumber these pages with too much detail, I have deemed it expedient to put in the Ap-

¹ Minutes, 1848-9-50, Vol. I. pp. 55, 56.

² Ibid. p. 52.

pendix¹ passages from the Reports of her Majesty's Inspectors, which afford most satisfactory evidence that the pupil-teachers are religiously brought up, make salutary progress in religious knowledge, and which state, in detail, what are their attainments in each branch of their studies, — their experience in school-keeping, — their tact and skill in the management of classes, — their general demeanour, — and their preparation in all respects for the completion of their training in Normal Schools. These Reports leave no doubt of the almost universal success of their education. I cannot refrain, also, from calling attention to some remarkable testimony from Mr. Cook² on the beneficial influence which the training of the pupil-teachers has had, not only on the attainments and skill of the masters, but on their knowledge of the principles of teaching as a science, and of its "*method*" as an art, as well as of the higher aims of their profession. I now turn to the influence of this system on the schools.

A School which was previously to 1847 under the charge of one Master, assisted by unpaid Monitors, all under thirteen years of age, may now be conducted by the same master, and several apprentices, varying in age from nineteen to thirteen, whose education and training in the art of school keeping have been his daily care. The consequences are so well described by Mr. Cook, that I transcribe some important passages from his report for 1852. ³ "With regard to the effects on the schools, produced by the employment of Pupil Teachers, I can scarcely express too strongly my conviction, that of all the measures that have been devised, this has been incomparably the most efficient. Independently of future results, to which allusion has already been made, these youths have rendered precisely that

¹ See Appendix A.

² Minutes, 1848-49-50, Vol. I. p. 63.

³ Minutes, 1851-2, Vol. I. pp. 39, 40, 41.

assistance, which every master in a large school needed, and, without which, he had no alternative but to select a few clever children, leaving the mass to care for themselves, or to reduce all to one low level of mechanical attainment. I have taken pains to compare schools very carefully, which have been instructed by young monitors on the one hand, and by pupil-teachers on the other, under the superintendence of masters nearly equal in mental power and force of character, and, with scarcely an exception, I have arrived at one uniform result. The quantity of work done throughout the school has increased, and is still increasing, at an accelerating rate of progress. The master is relieved, to a great extent, of that pressure upon his animal spirits and mental faculties, which was inevitable when he was not only the sole superintendent, but also, in point of fact, the sole instructor, of his children; and he is, therefore able to teach those subjects, and that portion of the school which he undertakes in person with far more energy and systematic completeness. The result of this is a marked improvement in the higher subjects of instruction. The elder pupils learn much that was scarcely attempted in former years, and understand much better what was formerly taught upon a superficial and mechanical system. Algebra, geometry, and some branches of natural philosophy form the subject-matter of interesting lessons in schools, where instruction was formerly limited to the merest elements; and a great improvement which I have observed in English composition is, in my opinion, a not less satisfactory proof, that dormant faculties have been awakened, and a direction given to the course of study, which, if properly encouraged, may tend to that cultivation of good taste, good sense, and right judgment in which, as it has always appeared to me, the children who attend our schools are most deficient. It is, however, in the middle part of the schools, in those classes which contain the mass of children in regular attendance, that I have ob-

94 *The Improvement of the middle Classes of the Schools.*

served with pleasure the most striking improvement, owing to the employment of pupil-teachers. I am enabled to state, and should have no difficulty to prove, that in large schools of equal size, classified on the same principles, boys and girls in the fourth class, under good pupil-teachers, are equal in all subjects, and superior in many, to children of the same age, and under instruction during the same period, in the second class, where the old monitorial system was carried out. This is a fact of immense importance. A vast number of children leave school without rising to the first division, and, in that case, formerly left without having acquired so much knowledge of the elements of reading, writing, and cyphering as would enable them to discharge the duties of any station where such qualifications are needed. At present, a fair proportion of these same children would write neatly, and not incorrectly, from dictation, read the Holy Scriptures and common secular books with tolerable ease, work elementary rules in arithmetic with facility, and have some acquaintance with geography, the history of their own country, and not unfrequently with the rudiments of natural history. The general result of the examination shows, that nearly one-half of the children have made some progress in writing from dictation, and in geography, and that sixty per cent. read easy narratives, the Holy Scriptures, or more difficult books of general information. And this summary includes some infant schools, some schools conducted upon the old and inefficient system, as well as schools which have been reported upon unfavourably by the inspectors. I have no hesitation in asserting, that if 100 large schools, not under inspection or not having availed themselves of the annual grants, were examined, on precisely the same system, and compared with 100 conducted by masters with pupil-teachers, the disparity would even exceed that which I have affirmed to exist in my district."

In the lower classes the pupil-teachers have not the

same opportunity to influence their scholars. Mr. Cook reported, in 1850¹, "that in nine schools, with an ordinary attendance of 3769 children, 5367 had been admitted, and an equal number had left, within twelve months. These enormous changes take place principally in the lowest classes of the schools; while the average time during which the children 'attend school,' in the first division, may reach two years, and, in the middle, one year, the children in the lowest division altogether average less than two or three months, sometimes as many weeks. Moreover, the proportion of children in all the schools together, under eight years of age, amounts very nearly to 50 per cent. It is evident, that a very vigorous system indeed is required to produce any result on such a mass. I cannot affirm, that the pupil-teachers are competent to deal with it successfully." "*A second adult teacher of great energy and practical skill should be constantly employed.*" I shall have hereafter to speak of the necessity for the introduction of adult assistant teachers, as in the Dutch schools.

These effects commonly occur from the introduction of pupil-teachers into a "*National School*" which had been conducted on the monitorial system. The late Mr. Fletcher accurately described (1848-9)² the improvement of the organisation of the Wesleyan schools of simultaneous instruction on the Glasgow plan, and in the British monitorial schools, and adds³, "there is ground only for unmixed satisfaction with the progress made in the pupil-teacher system, in the class of schools which comes under my inspection." "The natural effect⁴ of 'the system of apprenticeship' in the large monitorial schools," says Mr. Morell, "is to consolidate the drafts into larger divisions, and to supersede, as far as practicable, mere monitorial agency by their superior activity." In this Report⁵ on the Central Schools in the

¹ Minutes, 1851-52, Vol. I. pp. 41, 42.

² Ibid. 1848-9-50, Vol. I. pp. 266, 267.; Vol. II. 1850-1, pp. 556. 558.

³ Ibid. p. 276.

⁴ Ibid. p. 476.

⁵ Ibid. 1851-2, Vol. I. pp. 408-9-10.

Borough Road in 1851-2, Mr. Fletcher described the plans which were in progress for the gradual consolidation of the monitorial drafts into larger classes for the instruction of the pupil-teachers, and gave wood-cuts illustrative of the new arrangements of the desks and benches, which it was proposed to adopt, as a model for general imitation, in those British schools in which pupil-teachers have been apprenticed. The transition from the one scheme of organization to the other appears to be conducted with the skill and prudence which characterise all the arrangements of this admirable institution. "In schools constructed on the collective principle, the chief value of pupil-teachers is to individualize the instruction; to prevent it from running too much into generalities; and to fill up the moral influence imparted with the sharper outlines of definite knowledge. Should the results of the present Minutes be to interpenetrate both systems with each other's excellencies, and to supplement their respective defects, no greater benefit could possibly be afforded towards the realization of a sound primary education, throughout these portions of the community."¹ "The main body of the school (those *masses* for whose benefit it exists, and whose progress must ever be regarded as the great object of the teacher) soon begins to evince the superior energy thrown into their daily instruction, by exhibiting a more graduated scale of acquirement, and by the more rapid dissipation of that thick haze of ignorance and mental torpor, which too often hangs over all the classes but the first. Thus the problem of the primary school receives, by this agency, a far more complete and practical solution than before." It ought, however, also to be borne in mind, that other parts of the Minutes of 1846 have had a concurrent influence in producing this result. Mr. Cook says, "I² can feel no hesitation in reporting that the system of examination for *certificates* has produced the most striking results upon the improvement of schools in the

¹ Minutes, 1848-9-50. Vol. I. p. 477.

² Ibid. p. 66.

metropolitan district." "The fact¹," says Mr. Kennedy, "that out of fifty-seven greatly improved schools, forty-four of them are taught by *certificated* teachers; while out of thirty-nine languishing schools, seven only have teachers holding certificates, tends to show that certificated teachers are more successful as a body than those who do not possess certificates. This is a result for which I was not fully prepared."

In confirmation of these general statements, the Minutes of 1850-51² and 1851-2³ contain Tables giving a general summary of the results of inspection, for each of the preceding years. These Tables exhibit proofs of the gradual extension of instruction, into those higher subjects which were necessarily almost always absent, even from the most flourishing schools, under the former modes of organization. They likewise show a proficiency in the ordinary branches of instruction, justifying the concurrent report of the inspectors, that the middle classes in the school are now much more successful than they formerly were. The lamentable fluctuation of attendance in the lower classes, which receive not only the youngest scholars, but the children of parents whose vagrant life, unsettled habits, carelessness, poverty, or dissipation cause the attendance of their children to be both uncertain and short in duration, still causes those columns in the Tables, which record the lowest attainments to be swelled by the highest averages. The evil here recorded can be removed, only by raising the popular estimate of the value of education; strengthening the force of the motives to forego the small present gains of the early employment of children, for higher but more remote advantages; increasing the facilities for school attendance; and generally raising the moral and physical condition of the poor. That some progress can be made in this direction is proved, by the greater number of children, above ten years of age, found at well-conducted

¹ Minutes, 1851-2. Vol. II. p. 344.

² Vol. I. p. ciii.

³ Vol. I. p. 143. See p. 101.

98 *Income & Expenditure of 2310 Schools inspected in 1851.*

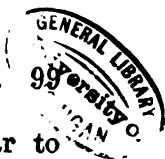
schools. Mr. Moseley in 1851-2 gives, in the following Table, the relative averages of school attendance, at different ages, in all the schools inspected in Wiltshire and Berkshire, and in the West Ashton school in Wiltshire.

	NUMBERS PER CENT.								
	Under 7	AGED BETWEEN							Above 14
		7 and 8	8 and 9	9 and 10	10 and 11	11 and 12	12 and 13	13 and 14	
Aggregate of the schools inspected in Wiltshire, and in Berkshire;	37.29	13.22	12.83	11.51	9.81	6.97	4.8		3.8
West Ashton School	24	5.77	8.65	9.61	12.02	16.34	12.5	5.72	5.29

The numbers in this Table may be usefully compared with the columns in the last division of that in page 101. In this Table it will be observed that 2310 schools are comprised, having an average attendance of 271,126 scholars, and capable of accommodating 374,303 children, at the rate of 8 square feet for each child. It is important to observe that there were 883 certificated teachers in these schools, and 4815 pupil-teachers. The 1952 schools comprised in the Tables, Nos. II. and III. in Appendix B., of income and expenditure, quoted above from the General Summaries for 1851, are supported by incomes amounting to 204,243*l.* 2*s.* 6½*d.*, which are derived from the following sources, viz.: from local endowments, 15,837*l.* 6*s.* 5*d.*; from local subscriptions, 65,974*l.* 1*s.* 9*d.*; from local collections, 21,025*l.* 17*s.* 0½*d.*; from school pence, 84,039*l.* 3*s.* 0¾*d.*; and from other sources, 17,366*l.* 14*s.* 3¼*d.* The average income of these schools for every scholar in attendance was 17*s.* 5¼*d.*, and the average annual expenditure 18*s.* 2¾*d.* This annual expenditure was distributed in the following manner: —for salaries of teachers, 156,786*l.* 12*s.* 11*d.*; for books and stationery, 14,028*l.* 13*s.* 3¼*d.*; for miscellaneous expenses, 43,111*l.* 19*s.* 9*d.*

In these sums, the grants of the Committee of Council on Education towards the annual expenses of the schools are not included, either in the income or the expenditure. These grants are all appropriated to specific

Voluntary Exertion stimulated by the Minutes of 1846.



objects. The proportion which such grants bear to contributions from other sources appears (upon an average of 1341 schools) to be 94,881*l.* to 164,940*l.*, or 57½ per cent.

It cannot, however, be doubted, that the influence of those grants is to stimulate the efforts of the committees of schools, both to maintain and to increase their income: for they are not made in augmentation of the salaries of teachers, except at least twice the sum be guaranteed by the managers; and pupil-teachers are not apprenticed in schools in which the buildings, furniture, and apparatus, or the supply of books and maps, are defective, nor without an assurance that the general expenses of the schools will be provided for during the apprenticeship. If 57½ per cent. (the rate of the aid of Government, as previously stated) were added to the income of the above 1952 schools, their average income, for every scholar in attendance, would be raised to 1*l.* 9*s.* 3*d.*, which would generally be regarded as enough to secure a considerable degree of efficiency under judicious management, though not enough to provide assistant masters. These combined results of religious zeal, and the aid of the Government, are far too valuable and remarkable to be subjected to the interference of any hasty experiments. The voluntary charity of the Religious Communions would, probably, neither have conceived this organization nor raised these funds in this generation; but it has placed the schools under a wholesome direction, and laid a foundation on which the Government may build a system of National Education, by the encouragement, rather than the extinction, of voluntary exertion.

The whole scheme of the Minutes of 1846, as applied to elementary schools, may, in its present stage, be regarded as having succeeded in planting, in every part of the country, a class of still imperfectly developed model schools, under the charge of teachers who have obtained certificates of merit, assisted by pupil-teachers,

in various stages of their apprenticeship. To recapitulate:—The staff of pupil-teachers, amounting to 5607, is entirely paid by the Government; and the teachers, 1173 in number, receive, for the most part, both annual augmentations of their salaries, and also yearly gratuities for the education of their apprentices. These several classes of grants amount, as has been stated, to an addition of $57\frac{1}{2}$ per cent. to the previous incomes of the schools.

Allowing for any probable number of failures, it is obvious, that the instances in which these arrangements have been successful must have had a most salutary influence, in raising the tone of elementary education throughout the country.¹ “So long,” says Mr. Morell, “as examples of a thoroughly efficient primary school were wanting, there was no wonder at the little zeal exhibited in the progress of education and in the improvement of schools already existing. A single effective school, held up as a model to a district, is a *realised idea*, which places the entire problem of education to the minds of observers in a new light. To bring the mass of our population under such influences is seen at once, to be an object worth all the effort and the sacrifice that can be directed towards it.” To witness the calm and settled purpose which marks the efforts of a highly principled and accomplished master; to observe the sedate yet cheerful activity of his young assistants; to stumble upon some incident disclosing their early studies, or to surprise the little class of students attentively receiving their special instructions in the school-house at night; to become conscious how, under the influence of the school, barbarism is retreating from the street of the village, courtesy supplanting rudeness, and intelligent civility, loutish apathy; to hear, even as a casual wayfarer, the school hymn harmoniously closing the labours of the day; or, as one having grave responsibilities for the spiritual and temporal well-being of

¹ Minutes, 1850-51. Vol. II. p. 627. Mr. Morell's Report.

the inhabitants of that district, to stand in that school, and in its cheerful order, its quiet intelligence, in the acquirements of the several classes, and, still more, in the reverential tone of the little flock, to feel a load of cares lifted from a weary heart; — these things cannot occur in any one village, without an influence which nothing can insulate. If evil is a dangerous and subtle contagion, truth is everywhere like the electric force, ready to reveal its life-giving power. In order that the vital truth of Christ may become the effectual seed of an universal Christian civilisation, it must be sown in the minds and hearts of the young by means of the school. To revive a conviction of this truth in every religious mind, is to awaken a power, which history tells us has been as effectual as the central fire to upheave or change every social institution. It is also to direct this great spiritual agency to the reconstruction of society, by subjecting its lowest elements to the transforming influence of Christianity.

There is no doubt that this work is begun. Who can doubt, that if the Sunday school had not come in aid of the sabbatical rest, to lift up the frame outworn with toil, and the mind almost brutalised by the rudest forms of labour, from their physical torpor to the consciousness of another life — if it had not inspired a belief in the spirituality of our being, however coarse its present condition: and awakened the conscience to a sense of the spiritual law which connects the unseen and the future, even with the sensual grossness of this state of sin, — revealing the incorruptible and the immortal rising from the seed of this perishing corruption — who can doubt, if these sabbatical agencies had been wanting in the region clouded by the smoke of mines and factories, that, ere this, the ordinary restraints of the civil power, enforcing the law, would have been ineffectual. Scenes of devastation would have occurred, from the savage outbreaks of popular rage, goaded, in periods of distress, to seek a remedy in the triumph of physical

force, without the constraint of knowledge, of morality, or of conscience. We have seen that the Sunday school gave birth to the elementary day school. It was not any political sense of the importance of a religious education, as the source of social order; nor any conviction, among the middle and higher classes, that the mode of rendering the extension of political franchise a security, rather than a danger, to our constitution, was effectually to educate the common people; *but it was a religious instinct that founded the daily school.* The English elementary school was the nursery of the Church or the Congregation—it was intended to bring the young within the fold of Christ. At first, even the need of any secular knowledge, beyond the power of reading the Holy Scriptures, was not foreseen. Experience alone grafted, on the purely religious aims of the school, expedients for awakening the intelligence by other instruction, in order that the mind might become a fitter soil for the reception of the seed of divine truth. If the daily school languished, it was chiefly because it failed to accomplish the just expectations of its promoters, in consequence of the many obstacles to its efficiency, and especially of the extreme imperfection of its organization, and limitation of its objects. But, when, as we have seen, there are diffused through the country 2310 schools, containing 1173 teachers, whose comparative competency has been certified by the Government, which has awarded to them certificates of merit,—when the labours of these teachers are aided by 5607 apprenticed pupil-teachers, and the average income of the schools (including the Government aid) has arisen to 1*l.* 9*s.* 3*d.* per scholar, we cannot doubt, that the influence of a great number of these institutions on the Christian civilisation of the people will be such, as to re-awaken the almost dormant conviction that the school, with various accessory agencies, is the most effectual means, under the blessing of God, of enabling our Religious Communions to realise the prayer of every religious man, that the Kingdom of God may come.

There are signs that this conviction is spreading. Greater confidence in the sincerity with which the Government seeks to establish a system of National Education, on the basis of the schools now under the direction of the Religious Communions, is removing apprehensions, which at one time existed, that the civil would supplant the spiritual power, and secular instruction displace religious; and this confidence renders the adjustment of the mutual relations of the two authorities more easy. A glance at the general results of inspection for 1851, recorded in the Table at page 101., and at the list of normal schools under inspection in the Table at page 66, will show how general is the co-operation of the Religious Communions with the Government, and how ineffectual must be any mere fragmentary opposition, to prevent the steady progress of this great combination of forces. The success of the schools, improved under the operation of the Minutes of 1846, is also gradually removing prejudices among those portions of the religious bodies, which have not yet entered into active co-operation with the Government. Moreover, the practical working of the Committee of Council is found to be scrupulously restrained within the limits defined in its Minutes. There is no interference with local management; not the slightest impediment to the full influence of the Congregation and the Communion on their schools. The training of the pupil-teachers during their apprenticeship, the education of the teachers in the training college, their settlement in charge of local schools, their dismissal at any portion of their career, are all under local control. Both within the Church, and in other religious bodies, satisfaction with these arrangements is growing into a settled conviction, that co-operation with the Government is not simply salutary, but is a duty not to be put aside.

Nor have these improvements been without a marked influence on public opinion. The Committee of Council

have circulated annually, for thirteen years, ten thousand copies of their Minutes, to which are appended the Reports of Her Majesty's Inspectors. Their exertions, aided by concurrent events, have sown the seed of a new doctrine as to the education of the poor. From the middle class of the rural districts, the notion is passing away, that the best condition of the peasant is one of stagnant ignorance, even though his patient endurance of ill-rewarded toil and his thrift, broken by fits of intemperance, is deformed by a supple deference, which not seldom covers the stealthy habits of the pauper, the poacher, or even of the incendiary: and though the character of the class is blackened, by the shadow of the rarer crimes of the fanatic and the poisoner. The most intelligent farmers know, that the dearest labour is that of an ill-fed, uninstructed, and unenterprising class, with no world beyond their hamlet, no possessions beyond the wages of the week, no power to break the chain of "*settlement*," no prospect but a life of toil, with a parish pension, a workhouse bed, and a pauper's grave. Ignorance is no longer regarded as the mother of devotion. Whoever would write the history of the English poor must record, that, though centuries have passed since the missionary priests of the Saxon Cathedral penetrated the primæval forest, to preach beneath some stone cross at the meeting of its glades, or at the door of some rude cell, or on the steps of some simple oratory, yet the wild foresters, the half-savage swine-herds, and the solitary shepherds of the downs, in those days, were probably as effectually instructed in their Christian duties, as is the pauper of our southern counties now.¹ Nor let this be the re-

¹ I repeat this opinion, because Archdeacon Manning, in his Charge, published in July, 1849, quoted a similar passage from the pamphlet entitled "The School, in its relations with the State, the Church, and the Congregation," with this remark:—"And a very unsuspecting witness has given in his suffrage to those times of peace, when the Church had its due sway." — *Charge*, p. 41. Would the Archdeacon break up the parochial system, and return to the Cathedral with its missionaries?

proach of our parochial system, without recording, that from five o'clock in the morning until six in the evening, during six days in the week, the peasant pursues his daily toil; that his wife is often in the field at hay-harvest, or weeding and hoeing, and his child, even at eight or nine years of age, begins the same work, or is employed in bird scaring. Neither the peasant nor his family have therefore been accessible to the ministrations of the clergyman, except in the evening, at periods of sickness, or rare holidays, or on the Sunday; but he has not been prepared by education to profit by these rare visits. There is a race of clergymen in our rural parishes, who have learned well from the Man of Sorrows their work among the peasantry. They see the unrepining patience of the poor; they witness and relieve the straits of their poverty; they visit them in sickness; they watch the ineffectual efforts of the dark mind to open its eye on the light of the spiritual world; they unclasp the Sacred Book which ignorance has sealed, so that it cannot even be read. From the lips of the scholar are heard the Words of Life. He re-enters the parish school with an often repeated vow, that the children shall not inherit the ignorance of their forefathers. Superstition must give place to enlightened reverence; pious observances in the household must banish mere formalism from church going; the parent must no longer be content to delegate the religious training of his child.

The middle classes of the towns no longer attribute trades' unions, strikes, the assassin clubs of Glasgow, Staleybridge, and Sheffield, to the facilities which a little knowledge gives to the power of association. They are known to be the work of demagogues, leading and preying upon an ignorant mass. Every recent strike has been shorn of the worst features of personal violence and intimidation, and has depended, even for a temporary success, on the show of an appeal to reason. Schools have therefore become frequent features of the

factories, mines, and machine works of our populous districts. The superior artisans know, that their admission to the franchise can only be vindicated, by their possession of the requisite intelligence. Since legislation has been protective of the interests of the operative classes, a calmer sense of their relations to the governing body has gone forth. The working men more patiently wait for political privileges, since they see the Government in earnest about their education. There is no disposition in England to disturb the relations of capital and labour, founded on the experience of centuries; but, on the other hand, there is no jealousy of the principle of association with limited liability, nor of facilities for the transfer of land, nor of cheap justice. The same spirit which charged property in the days of Elizabeth, as a matter of police against vagabondage, with security for the *life* of the labourer, will, by a like policy, convert the charges of pauperism and crime into the means of education. A spirit of enterprise has gone forth with the diffusion of knowledge, which will soon remove every obstacle to the emancipation of the labourer from the law of settlement. America, Port Natal, Australia, and New Zealand seem now less distant from him, than his county town was a few years ago.

Little more than a century has elapsed, since Wesley accepted the aid of his lay helpers in the ministry of the poor, and, without the preparation of a college or any other agency than that of religious zeal and self-education, established in 1744 the Conference of the Methodist Preachers. Until the present century, the chief means which existed, for the education of the Ministers of any of the Dissenting Communions, were confined to the Congregationalists, and they were limited in extent. Such men as Robert Hall obtained their education at the Universities of Scotland. Certain of the more eminent and learned Ministers took charge of the education of students, training them in preaching and other public ministrations: others simply directed the reading of

those who were desirous of ordination. The Colleges in which the candidates for ministerial ordination have received a systematic course of instruction, and a special preparation for their spiritual duties, are of recent origin. They have lately increased remarkably in the completeness of their organization, and in their efficiency.

Until the Colleges had been established for the Ministry of the Dissenting Communion, the origin of Training Schools for the education of the Teachers of their Elementary Schools could not be looked for. Accordingly, the training of such Teachers was obtained either in the Sunday school only, or in some inferior day school; but, since 1805, chiefly at the Central Schools of the British and Foreign School Society in the Borough Road, where the students' want of technical knowledge in elementary subjects, was of late diligently corrected, during the short period of their attendance.

A great revolution in public opinion, however, had to be brought about, before the Church, as well as the Dissenting Communion, acquired a complete conviction of the moral and intellectual qualifications, which could alone enable the Schoolmaster to become a successful agent, in the civilisation of the people. In the preceding pages, the events leading to this conviction have been traced, and the proof that it has been reached lies, not so much in the fact that forty Training Colleges (twenty-seven connected with the Church of England, four with the Church of Scotland, and nine with other communions), have been established under the inspection of the Government, and one Training College not subject to such inspection, but rather, in that course of study which has been adopted in them, and in the standard of their students' attainments, as proved by the examinations of Her Majesty's Inspectors.

By instructions¹ to their Inspector, the Committee of

¹ "In order to limit as little as possible the opportunities by which peculiar talents may be exhibited, it is not perhaps desirable to prescribe which

Council were careful to take every precaution, that the Education of the Queen's Scholars should receive the most complete development, in those subjects which form the matter of teaching in the Elementary School. They "will not grant any exhibitions of this nature to candidates whose attainments are not indisputably good, sound, and solid, as far as they go." On the other hand, the Committee declared in their Minutes of 1846, that "the standard of acquirements" for certificates of merit should "not be so ordered, as to interfere with the studies in any Normal School, but should be adapted to those studies, so, however, as to apply impartially to all such Normal Schools an equal incentive to exertion, by requiring efficiency in a sufficient number of the studies pursued in them." The first scheme of instruction was, as we have seen, worked out at Battersea, and the courses given in other Colleges have chiefly differed from that, in as far as they have paid more attention to the history of the Church and its formularies, and to

of the subjects of examination these candidates shall be at liberty to select, further than to state strongly their Lordships' opinion, that they should not attempt answers upon all the subjects.

"The following subjects must not be wholly omitted by any candidate, viz.—

1. The Holy Scriptures, and the Catechism and Liturgy of the Church of England (in schools connected with the Church of England).
2. English history.
3. Geography.
4. Arithmetic (including vulgar fractions and decimals).
5. English grammar and composition.
6. The notes of a lesson, or some observation on the practical duties of a teacher.

A candidate who answers in *these subjects* really well may obtain an exhibition of 20*l.* for one year.

"A candidate who answers in the foregoing subjects really well, *and also in one other subject* really well (to be selected by himself out of those proposed to the candidates for "certificates of merit," but with a preference on the part of my Lords for the first three books of Euclid), may obtain an exhibition of 25*l.* for one year.

"If a candidate attempts a greater number of subjects, he will do so on his own responsibility. My Lords could not but be happy to find, that he was able to answer in a greater number of subjects well; but the extent of the subjects attempted will not be accepted, in lieu of mastery over those which are indispensable."—Minutes, Vol. I. 1850-51. p. xviii.

the classical languages. Mr. Moseley, as the Inspector of Normal Schools, has pointed out the importance and the difficulty of giving due attention to these several indications of their lordships' intentions.¹ "Understanding it to be your lordships' wish, that we should not interfere, however remotely, with the course of instruction pursued in any Training School, and that you were willing, in addition to the strictly professional subject of a schoolmaster's instruction, to give him credit for positive and definite acquirements in any other departments of knowledge to which his attention might have been directed, we were obliged to set questions in a great variety of different subjects. This has been misunderstood in some instances, as an encouragement to candidates to seek a smattering of knowledge in all these subjects, — a delusion into which they have been the more ready to fall, as it is a much easier thing to get a little knowledge on the surface of a great many things, than to master one." The design of the Committee of Council has been to secure, that the pupil-teacher should be effectually grounded in all the subjects of elementary instruction during his apprenticeship; and that the Training College should primarily concern itself with the full development of his learning, in these subjects to its highest scientific form, so that he may imbibe the spirit as well as the letter of what he has to teach, and be enabled to make his teaching, in every elementary subject, a means of training the power of accurate reasoning as well as that of memory in his scholars. His education is also to receive, in the Training College, such further extension as may be consistent with these indispensable acquirements, and may enrich and expand his mind; increasing both his capacity of sympathy with learning and of acquirement, and his power to convey and to illustrate what he knows.

¹ Minutes, Vol. I. 1851-2. p. 286-7. Mr. Moseley's Report on Male Training Schools.

110 *Present Standard of Attainments in Training Colleges.*

If this be not done, elementary instruction is degraded to a dull mechanical exercise of the memory on words, the sense of which is not reached ; but, to raise it to an art, whereby a mastery is acquired of the whole moral and intellectual powers, is the object of the Training College.

Mr. Moseley examined seven Male Training Colleges in 1851, and he has classified the courses of instruction in Tables, the first of which relates to *those subjects which belong to elementary instruction*, and the second to the *higher subjects*. These Tables (see Nos. IV. V. and VI. in Appendix B.) contain an abstract of the numbers per cent of the Candidates in each of the Training Schools, whose papers were classed in the several degrees of merit. “¹These numbers are given in respect to each subject of instruction, and may be received as, in some sense, measures of the several standards of attainment in those subjects. If they be divided by the average times of the residence of the students, they become, in the same general and indefinite sense, measures of the average amount of attainment made every year in those subjects.”

The course of studies in the Female Training Schools is not only much more limited, but their organization has not hitherto been made the subject of the same degree of care, as that which has been devoted to the male. There has been a steadily progressive improvement in the standard of attainment since 1847, and there is no doubt that, when the Queen's Scholars form the majority of the students in these establishments, the comparatively unsatisfactory results in such subjects as Arithmetic, Grammar, and Vocal Music, will disappear. The full development of the whole course of study in these institutions is the more important, as Mr. Cook remarks that, “from previous examinations and from personal observation, I had long arrived at the

¹ Minutes, Vol. I. 1851-2. p. 290.

conviction that the religious instruction was most comprehensive, most accurate, and most thoroughly digested in those institutions which are most remarkable for the general proficiency of the students in all subjects bearing upon their mental development and useful information. That conviction is strongly corroborated by the results of the last examination. The institutions which obtained the largest number of certificates and the highest marks in secular studies evinced their superiority most strikingly in the papers upon Holy Scripture, the Catechism, Liturgy, and Articles of the Church of England. The disparity is represented pretty accurately by the Table No. VII. in Appendix B., which shows the proportion per cent of those who obtained the highest, or next to the highest, marks in these subjects¹ in the two first columns.

The comparative progress of each Institution in Arithmetic, Vocal Music, and Industrial skill, is shown in the Table No. VIII. in Appendix B.

Mr. Fletcher's report on the Training Schools of the British and Foreign School Society contains the Table (No. IX. Appendix B.) of the results of the examination of fifteen male teachers and six students², in all twenty-one candidates, at the Borough Road School, at Easter, 1851.

The nature of the course of instruction established in the majority of these Colleges will, however, be more

¹ Minutes, Vol. I. 1851-2, p. 332.

² "While the six students all obtained certificates, only an equal number of the teachers obtained them; and the general result is what may fairly be expected from the work of the 'twelve months class' hereafter described, compared with that of the 'lower' and 'higher' classes respectively, of the six months men, which I had to describe five years ago, in the education of which a large portion of the work of the institution still consists. It is obvious, therefore, that if the terms offered by your Lordships' Minutes be sufficiently liberal to enable the managers of this institution to co-operate fully with the scheme of progress described in them, and they determine to accept the normal training of the young people, now passing through their apprenticeships in local schools as Pupil Teachers, a considerable change must forthwith be made in the plans of the institution as a whole."—*Minutes*, Vol. I. 1851-2, p. 401.

apparent, if the foregoing Tables be compared with the papers of "Questions set at the General Examination of the Church of England Training Schools for Schoolmasters," which are printed in the Appendix C. These papers will leave no doubt that, while the precautions taken by the Committee of Council and H. M. Inspectors will secure a thorough acquaintance, both technical and theoretic, with the elementary subjects which form the matter of instruction in the common school, the students of the Training schools will, with the aid of a sufficient staff of Masters, have opportunity for the exercise of the greatest industry in the pursuit of knowledge, and that, however careful the education of the Queen's Scholar may have been, every variety of talent may receive its development in these Institutions.

The facts related in this chapter will prepare the reader, to appreciate the power of the new machinery, to transform to its own likeness, the schools already existing under the influence of the Religious Communions. How great that task is will become apparent in the chapter which follows, and which will bring the nature of this change in all its features under his attention.

CHAPTER III.

THE SCHOOLS OF THE CHURCH AND OTHER RELIGIOUS COMMUNIONS.
 — THE COST OF RAISING THEIR EFFICIENCY TO THAT OF SCHOOLS
 IMPROVED BY THE AID OF THE MINUTES OF 1846.

THE matter of this chapter forms a necessary link in the chain of reasoning on which the succeeding chapters hang. Otherwise I should have transferred to the Appendix the somewhat severe arithmetical argument to which it is chiefly directed. But for the convenience of such readers as may not think it necessary to test every step of this process, I have caused the principal results to be printed in italics, or recapitulated them in the last four pages. Such of the conclusions as are necessary to the argument in succeeding chapters, are also repeated in the commencement of each. With these precautions, I have thought it better to retain the statistical reasoning in the form and place in which it will be most useful to those who do not shrink from the trouble of testing the analysis contained in these pages, and pursuing it to all its results.

In the preceding chapter were related the results of the administration of the Parliamentary Grant to the 31st December, 1851, in the erection of 3474 substantial Schools, capable of accommodating 532,350 scholars (at 8 square feet each); in the augmentation of the salaries of 1173 teachers, who had been examined by Her Majesty's Inspectors, and to whom certificates had been awarded; in the apprenticeship of 5607 pupil teachers, from whom Queen's Scholars were, in successive years, to be sent with exhibitions to the training schools; in

114 *National Society's Church School Inquiry in 1846-7.*

the building of 40 Training Colleges, capable of accommodating 1885 students, with a probable annual expenditure of 70,000*l.* in 1854, for their maintenance; and in future years of 90,000*l.* per annum.

We shall now attempt to ascertain what place this system of schools holds in the whole provision of elementary education, developed by the several Religious Communions.

In this endeavour, the defects of our statistical information present an obstacle, at first sight almost insurmountable, and it is only by calculations based on analogies derived from carefully collated returns, that we can hope to overcome it.

The most extensive returns possessed by any religious body, in England and Wales, are those collected by the National Society for the Church of England, in 1847, and published in 1849. It may, therefore, first be desirable to analyse them, and examine their relations to the administration of the Committee of Council on Education. We shall accept these returns without criticism, it being obvious that where they err, the error is in excess.

In the published results of this inquiry, the National Society claims, on behalf of the Church of England, that there are 955,865¹ children receiving daily instruction in 17,015 daily schools, held in certain of 21,904 school-rooms, of which only 6661 were buildings legally secured in trust for the education of the poor; 4950 were built in church-yards, on glebe land, or on other sites deemed likely to remain undisturbed in their present use, though not secured by deeds; 5104 were in buildings for the use of which there was no security, and which were probably hired rooms; 3407 were dames' cottages; and 1782 were portions of churches or vestry-rooms.

¹ Of these, 10,162 are apparently receiving instruction only in the week-day evenings, and 38,234 are estimated as in attendance at places from which no return has been received.

The Estimates probably err somewhat in excess. 115

The whole number of residences for teachers was 9129; of which only 4800 were either legally or virtually secured to their respective schools. It is to be presumed that 4329 were hired.

The whole number of Schools is returned as 22,245; of these, 21,360 (with an attendance of 1,365,754 Sunday and week-day scholars), are classified as follows:—

	Sunday and week-day Schools.		Week day only.		Sunday only, or additional on Sunday.		Sunday and week-day Evening.		Week-day Evening only.	
	Schools.	Scholars.	Schools.	Scholars.	Schools.	Scholars.	Schools.	Scholars.	Schools.	Scholars.
England	10,788	645,626	5,410	229,717	3,641	404,559	330	12,388	181	9,934
Wales	586	33,698	231	10,751	187	19,050	3	164	3	228
Total	11,374	679,324	5,641	240,468	3,828	423,609	333	12,552	184	10,162

The Sunday and Daily Schools, amounting to 22,245, are thus classified as to their sources of support:—

	Free Schools.				Schools in which Weekly Pence are paid by Scholars.				Total.	
	Bever's Charity.	By Endowment only.	By Subscriptions only.	By Endowment and Subscription.	By Payments from Children only.	Endowment and Payments.	Endowment, Subscription, and Payments.	Subscription and Payments.		
England, including Isle of Man -	-	-	909	5,125	625	2,981	1,025	1,794	7,961	20,580
Wales, including Monmouth -	15	46	390	35	82	56	73	363	1,010	
Estimate of 890 places from which no returns have been received -	-	-	30	228	27	127	45	74	347	885
Total -	15	994	5,671	687	3,190	1,126	1 871	8,691	22,945	

In the General Summary¹, the paid teachers of Sunday and Day Schools, and the total annual outlay on their salaries, and on the general expenses, are returned as follows:—Masters, 8853; Mistresses, 12,822; assistant masters, 740; assistant mistresses, 1000; monitors, male, 2155; female, 2256: total paid teachers,

¹ General Summary, p. 2.

116 *An approximate Analysis based on other Facts.*

assistant teachers, and monitors, 27,826. The Masters and Mistresses are therefore 21,675, and their assistant teachers 1740 in number; and the amount of the salaries, exclusive of payments to monitors, is estimated ¹ at 621,362*l.* 16*s.*, while the total annual expense of maintaining the Sunday and Day Schools is estimated at 874,947*l.* 14*s.* Of the salaries, however, no less than 213,621*l.* 1*s.*, and, of the annual expenses, no less than 364,915*l.* 19*s.* depend, not on returns, but on estimates for which no data are given.

On the data thus given, it is difficult to form an accurate notion, either of the resources of the several classes of Schools separately, or of the classes of teachers respectively; but some general approximate results may be obtained, by the aid of facts otherwise ascertained.

If the 955,865 scholars said to be receiving daily instruction, be distributed among the 17,015 daily Schools reported to exist, we obtain an average attendance of fifty-six scholars. But from 1833 to 1847

¹ These estimates are made up of three items.—First, the amount actually returned in answer to the circular. Secondly, a sum entered for each county as “probable amount not returned;” but no explanation is given either of the reasons for presuming that the whole amount was not returned, nor of the data on which this estimate is founded; and it will be seen that this sum and the third item amount to nearly one third of the whole result. Thirdly, another estimate is made for 890 places from which no returns were received, but no explanation is given, nor is it apparent on what principle this estimate is based.

	Amount of Salaries exclusive of Payments to Monitors.			Total Expenses of maintaining Sunday and Day Schools.		
	The Salaries returned amount to	Probable Amount not returned.	Total Amount of Salaries.	Amount returned.	Probable Amount not returned.	Total Expense of maintaining Schools.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
England and Isle of Man - - -	388,004 13 0	180,443 11 0	568,448 4 0	487,303 13 0	315,157 3 0	802,460 16 0
Wales - - -	19,747 2 0	2,254 10 0	22,001 12 0	22,728 2 9	6,167 16 0	28,895 18 9
890 places, from which no returns were received, are estimated at - -	- -	- -	30,913 0 0	- -	- -	43,591 0 0
Total -	407,751 15 0	182,698 1 0	621,362 16 0	510,031 15 9	321,324 19 0	874,947 14 9

Income, &c. of Church Schools inspected in 1851. 117

inclusive, 3202¹ Schools were erected, enlarged, or furnished, with the aid of Parliamentary grants, of which (one seventh being deducted as not belonging to it) about 2745 were connected with the Church of England, and, at eight square feet per child, would accommodate 398,025 scholars, or 145 each.² If, also, the average attendance equal that found by the Inspectors³ in 1713 Church of England Schools inspected in 1851, or be 112 in each School, there would be 307,440 scholars in attendance in these 2745 Schools, or nearly one third of the whole number reported by the National Society as receiving instruction under the Church.

Now, in Table VIII.⁴ (page 144. of the Minutes for 1851-2) the aggregate annual income and expenditure of the above 1713 Church of England Schools are, *exclusive of all aid from the Government*, set forth as follows :—

ANNUAL INCOME.

	From local Endowment.	From local Subscrip- tions.	From local Collections.	From School Pence.	From other Sources.	Total.
	£ s. d. 11,790 17 11½	£ s. d. 51,794 4 10	£ s. d. 17,442 16 1	£ s. d. 55,445 7 4	£ s. d. 11,819 4 8½	£ s. d. 148,398 18 11½
Average Income per Scholar in 1713 Church of Eng- land Schools }	0 1 5½	0 6 3½	0 2 1½	0 6 9½	0 1 5½	0 18 0½

ANNUAL EXPENDITURE.

	Salaries of Teachers.	Books and Stationery.	Miscellaneous Expenses.	Total.
	£ s. d. 112,036 6 11½	£ s. d. 10,566 14 4½	£ s. d. 32,344 10 7½	£ s. d. 154,947 11 11½
Average annual Expendi- ture in 1713 Church of England Schools }	0 13 7½	0 1 3½	0 3 11½	0 18 10½

¹ In Tables III. IV. and V., Vol. I. 1851-2, of Minutes, pp. 135-6-7, 3,141 Schools had been erected, enlarged, or furnished, from 1839 to 1851 inclusive; deducting 962 Schools for four years from 1847 to 1851, 2,179 remain; and if 1,023 built, with aid from Treasury grants, from 1833 to 1839 be added, 3,202 result.

² The Schools built before 1839 had an average accommodation for 153 scholars, and those since 1839 for 142: and 145 is chosen as the average because of the larger number of Schools built since 1839.

³ See Table VII. p. 143. Minutes, Vol. I. 1851-2. General summary of the results of inspection.

⁴ See p. 102. *ante*.

118 *Expenditure of 2745 Church Schools built before 1847*

In the results of the inquiry respecting all Schools connected with the Church, the National Society reports an average annual expenditure for scholars of 18s. 3½d. (if the cost of the Sunday scholars be not deducted); but if 2s. 6d. per head on 466,794 Sunday scholars, or 58,349l. 5s., be deducted from 874,947l. 14s. (the whole estimated annual cost of educating 1,422,659¹ Sunday and week-day scholars), the 955,865 week-day scholars reported would cost 17s. 1½d. per head, annually. It is, however, to be borne in mind, that the annual value² of 9129 residences for teachers is included in the total cost of the education; and if these be estimated as worth 5l. each, their total annual value, or 45,645l., is nearly the same as one shilling per head on 955,865, which is 47,793l. 5s. Deducting, therefore, one shilling from the average annual outlay per scholar, as the value of the teachers' dwellings included in the Society's return, an average annual expenditure of 16s. 1½d. per scholar is obtained for 17,015 day schools. The average³ which the Inspectors found in 1851 to exist in 1467 superior schools, containing 589 certificated teachers, and 3218 pupil-teachers, was 18s. 10½d.

It will, however, be simpler to take the average annual expense of 17s. 1½d. for scholars, rather than attempt to appropriate the 9129 dwellings to particular classes of schools.

The 1713 Church of England schools inspected in 1851, could accommodate on the average 162 children each (the general average of schools built with aid

¹ Church School Inquiry, p. 11; and also General Summary, p. 2.

² This appears from the column of the Circular letter, in which the return is obtained, and which is as follows:—"State the annual emoluments of the master or mistress, including salary, house, coals, &c. &c. *l. s. d.*"

³ This result renders it probable that the National Society's estimates may be somewhat in excess; for it must also be noticed that 10,162 children receiving instruction only in the evenings of the week-days are not deducted; and that the income and expenditure of the Schools reported upon in the Tables VII. and VIII. containing the General Summary of the results of inspection in 1851, are above the average. The Tables are reprinted in Appendix C. (See Tables Nos. II. and III.)

Division of 22,245 Church Schools into five Groups. 119

being 145), and the average attendance of scholars was 112 in each school.

Let us suppose, therefore, that the 2745 Church of England schools built before the end of 1847 had an average attendance of 112 scholars. They would form the first class of schools reported in the results of the inquiry, and we have in Table VIII. the means of determining the amount and proportions of their income and expenditure.

Number of Schools, 2,745.

Average number of scholars in attendance, 112.

Total number of scholars ordinarily in attendance, 307,440.

Average annual cost of each scholar, 17s. 1½d.

Salaries of Teachers, at 12s. 4½d. each scholar, 190,228l. 10s.

Annual expenditure for books and stationery, at 1s. 1½d. 17,613l. 15s.

Miscellaneous annual expenses, at 3s. 7d. each scholar, 55,088l.

Average annual cost of each school, 95l. 15s. 8d.

¹ Average salary of each teacher, 69l. 6s.

Total annual outlay on this class of Schools, 262,925l. 5s.

The schools connected with the Church of England in 1847, are reported to be 22,245 in number (including 5230 Sunday schools). They are divided into the following classes according to their sources of support, and we have placed them in five groups.

1. By Endowment and Subscription - - - -	687
By Endowment, Subscription, and payment of scholars	1871
	<hr/> 2558
2. By Endowments alone - - - - -	994
By Endowments and payments of scholars - - -	1126
By Bevan's charity - - - - -	15
	<hr/> 2135
3. By Subscriptions only - - - - -	5671
	<hr/>
4. By Subscriptions and payments of scholars - -	8691
	<hr/>
5. By payments of scholars only - - - - -	3190
	<hr/>

¹ The average salary of the teachers of 1467 Church Schools, inspected in 1851, the average annual outlay of which was 18s. 10½d. (instead of 17s. 1½d.), was 76l. 7s. 5d., exclusive of all Government aid.

120 *Average Salaries of Four Classes of Church Teachers.*

The 5230 Sunday schools would be supported almost invariably by subscriptions only. If, therefore, this number were deducted from the third group, that would be reduced to 441 schools, and if 187 of the remnant were added to the first group, the 2558 schools contained in it would be raised to 2745. This first group may therefore be supposed to be defined in the first class of schools, whose annual outlay is analysed above. The remaining 254 schools contained in the third group, may be carried to the second, raising its numbers to 2389. The fourth and fifth groups would remain unchanged.

We may then analyse the total expenditure of 874,947*l.* 14*s.* and distribute it among the groups of schools in the following manner:— (See Table, p. 121.)

The 4800 teachers' residences said to be either legally or virtually secured, would probably be in possession of the first and second groups of Schools; and the 4329 dwellings which, being neither legally nor virtually secured, it must be presumed were hired, would probably enter into the remuneration of one-half of the teachers of the fourth group. But if, in consideration of the inferior character of the Schools in the fourth group, we reduce the average charges per scholar for miscellaneous expenses from 3*s.* 7*d.* to 2*s.* 4½*d.*, or by one third, and add this third (23,876*l.* 2*s.* 2*d.*) to the salaries of the teachers of this class, the average salary of each teacher would be raised to 31*l.* 4*s.* 2½*d.*, of which about 2*l.* 10*s.* would consist of the rent of his house.

Now it is evident, that since the annual outlay is given, the average annual outlay of any one or more groups in the accompanying Table could not be raised by any different distribution of the Schools in groups, without depressing that annual outlay in all the others.¹ The analysis of the first group rests on well authenti-

¹ But 23,876*l.* 2*s.* 2½*d.* added to 610,635*l.* 10*s.* 2*d.* the total amount of Teachers' salaries on the original estimate, would raise the sum to 634,511*l.* 12*s.* 4½*d.* whereas the amount of Teachers' salaries reported by the National Society is only 621,362*l.* 14*s.*

Annual Expenditure of five Groups of Church Schools. 121

	Number of Schools in each Group.	Average Number of Scholars in attendance on each school.	Total Number of Scholars ordinarily in Attendance in each Group of Schools.	Average annual Cost of the Maintenance of the Schools per Scholar.	Total Salaries of Teachers in each Group, at 12s. 4½d. per Scholar.	Total annual Expense for Books and Stationery in each Group, at 1s. 1½d. per Scholar.	Total annual Miscellaneous Expenditure in each Group, at 3s. 7½d. per Scholar.	Average annual Cost of each School.	Average Salary of each Teacher.	Total annual Outlay of each Class of Schools.
1. By Endowment and Sub- scription - Sub- By Endowment, Sub- scription, and Payments - From Third Group	687 1871 187-2745	112	307,440	17 1½	190,298 10 0	17,613 15 0	55,083 0 0	95 15 8	69 6 0	263,925 5 0
2. By Endowment alone By Endowment and Pay- ments of Scholars By B-ran's Charity From Third Group	994 1186 15 264-2889	70	167,230	do.	103,473 11 3	9,580 17 8½	29,563 0 10	59 17 3½	43 6 3	143,016 9 9½
3. Sunday Schools sup- ported by Subscription only	—5230	89	—	above 2 5½	—	—	—	11 0 0	—	57,338 19 5½
4. By Subscriptions and Payments of Scholars	—8631	46	389,796	17 1½	247,367 11 9 = 10,232 12 4½	23,904 8 1½	71,628 6 6	39 6 9½	{ 28 9 3 } { 1 3 6½ }	341,900 6 4½
5. By Payments of Scholars only, and probably all Dames' Schools	—3190	25½	81,345	do.	69,566 18 5½	b	b	—	21 16 0	69,566 18 5½
					620,869 3 9½					
					631,363 14 0					

The Amount of the Salaries of Teachers, exclusive
of Payments to Monitors, as reported by the
National Society in 1847, was -

a. One seventh of the Miscellaneous Expenses is added to the Teachers' Salaries in this Group, in consideration of the lower character of the Schools.
 b. In the Manchester Statistical Society's Report on Education, in the Boroughs of Manchester and Salford, in 1834-5, the Dames' Schools in the two Boroughs, contained on the average 21 Scholars each. In the Dames' Schools the cost of Books and Stationery, and the Miscellaneous Expenses, are not estimated; but the whole annual cost of the Schools is distributed among the Dames as their income, because the rent of the cottage, the fire, and the furniture may be regarded as domestic expenses, and the Books, &c., are usually brought by the children.

122 *Analysis of Schools in Church School Inquiry.*

cated data, and that of the rest could be altered only in their proportions to each other. Moreover, it must be remarked, that the data of the Table correspond with the facts collected by the National Society, in the number of the Schools and of the scholars, the annual amount of the salaries of the teachers, and the total annual expenditure.

If these results be accepted as affording a fair general view of the distribution of the annual expenditure of the Church of England Schools in 1847, there were

			£	s.	d.
2745 teachers, with an average salary of	-	69	6	0	
2,389 do.	do.	-	42	6	3
8,691 ¹ do.	do.	-	29	12	9
3,190 Dames,	do.	-	21	16	0

To these facts it must be added that the National Society reports in 1847, "the number of parishes and ecclesiastical districts which possess no Church School whatever is 1172, having a population in the aggregate of 776,663, while 2144 possess a Sunday School only, or a Dame's School only, or both, having a population in the aggregate of 1,566,367. A proportion of these, however, have no doubt too small a population to require a National School building."²

On the 31st December 1851 the Committee of Council on Education had awarded certificates of merit, with augmentations of salary, to 1173 teachers. The average amount of these augmentations in 1851 was 17*l.* 19*s.* 2*d.* for each master, and 11*l.* 19*s.* 4½*d.* for each mistress; and the total average salaries amounted to 83*l.* 8*s.* 5½*d.* each for 689 schoolmasters, and to 53*l.* 9*s.* 3½*d.* each for 259 schoolmistresses. The average salary of each teacher was therefore 75*l.* 4*s.* 9*d.* In 2745 schools included in the first group of the Table the average salary is 69*l.* 6*s.*, without the augmentation.

¹ In support of the probability of teachers of common, private, and Dames' schools being constrained to subsist on such low incomes as are supposed in this estimate, I refer to the Table No. 1. Appendix D.

² Church School Inquiry.

This is a very probable result, seeing that this group includes schools supported by endowments, subscriptions, and payments of scholars.

The second group in the Table contains 2,389 schools in a state enabling them to fulfil that condition of the augmentation grants which requires "that the trustees and managers of the school provide the master with a house rent free, and a further salary equal at least to twice the amount of this grant." The average salaries in this group being 43*l.* 6*s.* 3*d.*, according to a rule which will be found in a note to the next page, this average would give a salary of 52*l.* 7*s.* 6*d.* to each master, and 34*l.* 18*s.* 4*d.* to each mistress, if they were in equal numbers. The lowest salary required by the Committee of Council to be paid by managers, as a condition of their grants of augmentation, is 26*l.* for mistresses, and 40*l.* for masters, where the master or mistress has not a house or suitable lodgings rent free.

Of the 1173 certificated teachers who had received augmentation grants in 1851, two-thirds were probably in Church of England Schools, and this number, 782, might have been in any of the 5134 schools contained in the first two groups, or in about 800¹ other Church of England Schools, built, enlarged, or furnished with aid from the Committee of Council in the four years succeeding 1847, and which would belong to the same classes.

From these data it results, that there probably were, on the 31st December 1851, 5934, or nearly 6000, schools connected with the Church of England, in which the conditions of grants in augmentation of the salaries of certificated teachers could be fulfilled; and as 782 (two-thirds of 1172) such certificates² had been issued to

¹ In the previous calculation from which the number 2,745 resulted, 240 schools were deducted for each of four years from 1847 to 1851. About one-seventh of these do not belong to the Church. We, therefore, here restore 200 annually for these four years.

² In Table V. p. 137, Vol. I. Minutes, 1851-2, the whole number of certificated teachers to whom augmentations were paid in 1851 was 946,

124 *Schools below Level of Augmentation Grants.*

Church of England teachers on the 31st December 1851, there remained 5152 such schools in which the conditions of the augmentation of the teacher's salary *could be so fulfilled by the managers¹, but in which the teacher had either not attempted, or had failed, to fulfil them, by obtaining a certificate of merit.* This fact affords abundant proof of the need which exists of a new class of teachers.

In the third group of 869 schools, an average salary of 29*l.* 12*s.* 9*d.* was given to each teacher; and by the rule in the note below², the masters (if in equal numbers with the mistresses) would have salaries of 35*l.* 11*s.* 4*d.*, and the mistresses only 23*l.* 14*s.* 3*d.* Both these sums are below the minimum salary required by the Committee of Council to be provided by the managers of schools, as a condition of their grants in augmentation. It has already been said that this minimum salary for masters is 40*l.*, for the lowest division of the lowest class of certificates, and 26*l.* for the lowest division of certificated mistresses, when a house or lodging rent free is not provided.³

There are, therefore (see Table, p. 121.), 11,881 *schools in connection with the Church of England, the income of which is below the level which would entitle them to participate in the grants of the Committee of Council, in aug-*

of which number 639, or two-thirds, belonged to the Church of England. This fact is the basis of the above estimate.

¹ The endowments are more than exhausted by the miscellaneous expenditure.

² In Table V. Vol. I. Minutes, 1851-2, the average salary of the masters is (79*l.* 11*s.* 7½*d.*—17*l.* 15*s.* 6½*d.* the average augmentation) 61*l.* 16*s.* 1½*d.*, and that of the mistresses is (53*l.* 11*s.* 11½*d.*—12*l.* 1*s.* 3½*d.* the augmentation) 41*l.* 10*s.* 8½*d.*, and the mean of the two is 51*l.* 13*s.*, so that they bear to the mean the respective proportions of six-fifths and four-fifths. According to this rule the average salary of the 4th group or 29*l.* 12*s.* 10*d.* would give the masters 35*l.* 11*s.* 4½*d.*, and for mistresses 23*l.* 14*s.* 3*d.*, or if this average salary be raised to 31*l.* 4*s.* 2*d.* then the masters would obtain 37*l.* 9*s.* and the mistresses 24*l.* 19*s.* 4*d.*

³ See Table of the Rates and Conditions of the Augmentation Grants, No. II. in Appendix D. The annual value of the house when provided has been before shown to be included in the estimated amount of the salary in the National Society's Inquiry.

Low Salaries of Teachers in Church Schools. 125

mentation of the salaries of teachers, even if their teachers were able to obtain certificates.

The tendency of the measures of the Committee of Council may be estimated from the facts which Mr. Moseley reports as to the rate of stipends paid to the masters who have been educated in the following Training Schools (H stands for house in addition to salary) : —

	LOWEST.	MEAN.	HIGHEST.
	£	£	£
Battersea - - -	50	60+H	90
Chelsea (St. Mark's) -	40	60	80+H
Cheltenham - - -	50+H	70	100+H
Chester - - -	50	50+H	80+H
Exeter - - -	40	35+H	53

These stipends are paid, in addition to any augmentations of salary which these teachers receive, in consequence of the certificates which they hold.

We may now consider the rate of progress which may be expected from the influence of the Training Schools, in educating from the Queen's Scholars a superior class of teachers.

It is impossible to glance at the fact that, in Church of England Schools in 1847 the salaries of 8,691 teachers averaged only 29*l.* 12*s.* 10*d.* (or were, for masters 35*l.* 11*s.* 4*d.*, and for mistresses 23*l.* 14*s.* 3*d.*), while 3,190 Dames starved on a pittance of 21*l.* 16*s.*, without feeling that the unavoidable tendency of the education of a large class of highly instructed teachers must be, first, greatly to augment the contributions of the wealthy to provide a salary suitable for efficient masters; and, next, to diffuse among the poor a reasonable confidence in the value of education, which will induce them to purchase it, at the expense both of their children's earnings and of the school pence. The fact that 11,881 teachers of Church Schools are now employed at wages below those of an agricultural labourer in Kent or Lancashire, is a sign of the condition of public opinion in such parishes, as to what is needed for the education of the humbler

classes. But the recent measures of the Government have a constant tendency to raise the standard of opinion. The existence of 1000 imperfectly developed Model Schools, and the sending forth of 800 teachers annually who have passed through both the apprenticeship, the Queen's Scholarship, and two years' education in the Training College, must give an impulse to public opinion, which will occasion a large and progressive displacement of those teachers, whose want of qualifications is indicated by the meagreness of their stipends.

This process of displacement would probably proceed in the following manner: first, teachers holding appointments in the first two groups (containing 5134 schools) without the power to gain certificates, would be replaced by regularly apprenticed, trained, and certificated masters, and would, in their turn, displace teachers in lower groups. The salaries would rise in both cases, and the teachers removed from the profession would be from the lowest rank. The condition of such teachers would probably be improved, by the men becoming labourers or foremen, and the women household servants or nurses.

The rate of displacement would depend, in a great degree, upon the rate of the supply of well educated teachers from the Training Colleges, for that is in itself a good measure of the growth of public opinion. It would be a low estimate to suppose that from this cause alone this rate would be five per cent. per annum.

The vacancies occasioned among teachers by death and superannuation alone, are estimated¹, according to the Carlisle Tables, to average 3·1866 per cent. per annum.

We may therefore presume that the displacement and vacancies would, together, at least amount to eight per cent. per annum, during the period of transition from the present to an improved condition of elementary education.

The groups 1. and 2. in the Table p. 121. contain

¹ Minutes, Vol. I. 1851-2, p. 275. Mr. Moseley.

Rates of displacement of incompetent Teachers. . 127

5134 schools capable of fulfilling the pecuniary conditions of augmentation grants; but on the 31st December, 1851, they had probably 782 certificated teachers in them. These groups would, on December 31. 1853, be increased by new school buildings and the improvement of those now existing (at the rate of 200 schools in each of six years) to 6334. On the other hand, 500 new certificates will probably be issued to Church of England teachers on the 31st December, 1853. The schools on which the law of displacement will operate may therefore be thus stated : —

Group 1	2,745
Group 2	2,889
Additional or improved buildings, from 1847 to 1854 .	1,200
Group 3	8,691
	<hr/>
	15,025
	<hr/>
Certificated Teachers, on December 31. 1851 . . .	782
Certificates to be issued in 1852 and 1853 . . .	500
	<hr/>
	1,282

The rate of displacement in this second class would be 3·1866 per cent. annually.

The fourth group, of 3190 Dames' Schools, would rapidly disappear with the increase of the first and second groups.

Deducting the 1282 certificated teachers which will probably exist in Church of England Schools on the 31st of December 1853, from 15,025 teachers, we obtain 13,743 on whom the law of displacement would operate. Eight per cent. on 13,743 and 3·1866 per cent. on 1282 give 1140, as the number of teachers annually required to meet these rates of displacement during the period of transition.

The Church of England Training Colleges will, in 1854, contain accommodation for 904 males and 728 females, or for 1632 resident students. The period of training is reported by Mr. Moseley¹ to amount, on the

¹ Vol. I. Minutes, 1851-2, p. 290.

128 *Demand for Teachers exhausts Means of Training.*

average, to upwards of one year and six months. If this period were not prolonged, the Training Colleges would, if full, supply 1,094 teachers annually, or 602 masters, and 492 mistresses. But it is intended that the average period of training shall be extended to two years; and in that case, these Colleges would send out only 451 masters and 369 mistresses, or 820 teachers.

In proportion as the number of regularly trained and certificated masters increased, so the rate of displacement would change, from eight to 3·1866 per cent. annually; but if the number of the Training Schools were not increased, more than sixteen years and nine months would be required to supply 13,743 schools with well educated teachers, at the rate of 820 annually. If the Colleges sent out 1,140 annually, they would supply the 13,743 schools comprised in the preceding calculations in twelve years; but the rate of displacement would decline every year to 3·1866 per cent. in the schools supplied. Thus in five years, 5700 trained teachers having been supplied in addition to 1282 now settled in these schools, there would be 6761 schools in which the rate of displacement would proceed at eight per cent., or even at a more rapid rate; and 6982 in which it would fall to 3·1866, or perhaps four, per cent. The supply required in 1859, at ten per cent. on 6761 schools, and four per cent. on 6982, would be 953. In ten years, the number of existing schools supplied would have risen to 11,747, and those unsupplied would be only 1996; and if the rates of displacement remained four per cent. for the former class, and ten per cent. for the latter, the annual supply required for such Church of England Schools as now exist, would be reduced to 670. But during these ten years, a steady progress will have been made in the erection of new school buildings. Let us presume that 180 or 200 new Church of England Schools will be erected annually in each of these years. The demand for the supply of teachers in each year would be augmented in proportion as these

new buildings were not in place of those already included in the calculation. The remainder would supply the 3190 other schools required to complete the 17,015 Day Schools reported to exist, or the destitution described in the passage already quoted from the National Society's Report. It is there said, that 1172 parishes, or ecclesiastical districts, with a population of 776,633, had in 1847 no Church Schools whatever, and 2,144 had only a Sunday School, or a Dame's School, or both, though containing a population of 1,566,367. *It is therefore clear, that, if the Church of England Training Colleges were increased in number, so as to be capable of accommodating 2130 students, and sending out 1065 annually, after an average training of two years, they would probably encounter a demand equal to their power of supplying teachers, during the next ten years, if the rate of progress supposed COULD BE SUSTAINED BY EXISTING AGENCIES.*

Now, on December 31. 1853, the pupil-teachers apprenticed in 1848 will complete their terms of five years. Those reported to be in the fourth year of their apprenticeship, in 1852, amount to 830 boys, and 387 girls. We may presume that 1200 will successfully complete it. The Church Training Colleges will have accommodation, in 1854, for 820, if the period of training be two years, and 1094 if it continue to average one year and a half. The Training Schools not connected with the Church of England will, in 1854, be able to receive 122 for two years, or 162 for eighteen months: and the Scotch Colleges have also about 200 non-resident students in attendance. In 1854 the Training Colleges will, therefore, be annually able to receive and train for two years 1142 students. *The present extent of apprenticeship is, therefore, barely capable of supplying the Training Colleges with Queen's Scholars.*

We shall have hereafter to consider, whether the conditions of that supply could be improved, and what are the natural limits of the system of apprenticeship.

The preceding estimates have been founded on the existing system of schools, both as to its extent and its internal organization. No attempt has been made to ascertain what number of new schools would be needed. The internal organization of schools conducted by teachers educated during an apprenticeship and two years in a Training College, is still only in the first stage of improvement. In Holland every school has assistant teachers as well as pupil-teachers; and in those European States, in which public education has been most successfully developed, the law prescribes, that no teacher of a public school shall have more than sixty or eighty scholars under his charge. Elementary schools cannot be deemed to have received a satisfactory development, until every sixty scholars are in charge of a teacher or assistant of eighteen years of age, who has passed through five years' apprenticeship, and is aided by a pupil-teacher. Even this arrangement would ultimately give place to one of a more satisfactory nature.

The existing system of apprenticeship will supply both classes of teachers.¹ They should obtain the rank of Queen's Scholars, and complete their education in the

¹ This was written before the author was aware of the existence of a Minute and explanatory letter, by which one part of his views in the text had been anticipated. He prefers to leave the text unaltered, and to subjoin the Minute.

"At the COUNCIL CHAMBER, WHITEHALL, the 10th of December, 1851—
By the Right Honorable the Lords of the Committee of Council on Education.

"Their Lordships had under consideration the fact that large numbers of the Pupil-Teachers, apprenticed pursuant to the Minutes of August and December, 1846, will henceforth annually be completing their apprenticeship.

"Resolved—That such Pupil-Teachers be not admissible to be examined for Certificates of Merit, or to receive the Augmentation Grants which depend upon such Certificates, until they shall have resided one year in some Training School under inspection, or shall have acted for three years as Principal or Assistant Teachers in Schools rendered liable to inspection; and that, after the year 1852, no Candidate (not having been a Pupil-Teacher, or a Student in a Training School under inspection) be admitted to be examined for a Certificate until after he shall have completed his 22nd year, and his School has been inspected and favourably reported upon by one of Her Majesty's Inspectors."

Training College, but it may be important to consider whether a Queen's Scholar might not be permitted to earn by service as an Assistant Teacher, in addition to his annual stipend, an exhibition to a Training College, if he were not among the successful candidates for such exhibitions immediately after the close of his appren-

"At the COUNCIL CHAMBER, WHITEHALL, the 12th day of May, 1852 —
"By the Right Honorable the Lords of the Committee of Council on Education.

"Their Lordships, referring to the Minute of 21st December, 1846, which holds out to Pupil-Teachers, who might not display the highest qualifications in their examinations for Schoolmasters, the expectation of obtaining employment in the public service; and considering that the said Minute may raise indefinite expectations which practically it would be found difficult to fulfil, and might have a tendency to divert the attention of the Pupil-Teachers from the main object for which grants of money in their behalf are made,

"Deem it expedient that the Minute referred to should not henceforward continue."

"At the COUNCIL CHAMBER, WHITEHALL, 23rd of July, 1852 —
"By the Right Honorable the Lords of the Committee of Council on Education.

"Read—Minutes dated 10th of December, 1851, and 12th of May, 1852, regarding Pupil-Teachers who have completed their Apprenticeship pursuant to the Minutes of 1846.

"Resolved—'In the case of such Pupil-Teachers to recognize their employment as Assistants in Schools liable to inspection, under the following conditions, viz.—

- "1. That in each year of their Apprenticeship they shall have acquitted themselves creditably upon examination before Her Majesty's Inspector, and shall have produced unqualified testimonials from the Managers and Teachers of their Schools.
- "2. That the Master or Mistress of the School in which the Assistant is employed hold a Certificate of Merit.
- "3. That the School be well furnished and well supplied with books and apparatus.
- "4. That every such Assistant shall be taken to be equivalent to two apprenticed Pupil-Teachers in reckoning the number of such Apprentices to be maintained at the public expense in any School.
- "5. That every Assistant produce the same annual certificates as are required of Apprentices from the Managers and Principal Teacher of the School, and be favourably reported of by Her Majesty's Inspector as to attainments and practical skill.'

"When the foregoing conditions are fulfilled, their Lordships will allow an annual stipend of 25*l.* in the case of a male, and 20*l.* in the case of a female, Assistant Teacher.

"Assistant Teachers, of three years' standing and upwards, may be examined for Certificates of Merit, but will not be admissible to receive pecuniary augmentation on account of them, except on fulfilment of the conditions at present in force for such grants."

132 *Pupil Teacher, Queen's Scholar, Assistant & Teacher.*

ticeship. There would thus be three stages of advancement, viz. Apprenticeship,—Queen's Scholars acting as Assistant Teachers, with large aid from the Government, in augmentation of salaries raised locally, and also with the additional reward of earning annually part of an exhibition to a Training College,—and also Masters, having full Certificates, received after completing their terms of education in the College.

The following Table exhibits the number of teachers of these three classes, which we conceive ought to exist in schools having an average attendance of progressively greater numbers.

No. of Scholars.	Master.	Assistant Masters.	Pupil Teachers.
Any number between 30 and 60	1	0	1
About 80 - - - -	1	0	2
100 - - - -	1	1	1
140 to 160 - - - -	1	1	3
or - - - -	1	2	1
180 - - - -	1	2	3
200 to 220 - - - -	1	2	4 or 5
240 - - - -	1	3	4

This Table is constructed on the principle that the master or assistant master should not have more than forty scholars under his charge, and the pupil-teacher not more than twenty; but that a master, with a pupil-teacher, may take charge of sixty scholars.

The system of apprenticeship has not therefore reached its limits, when it has supplied the Training Colleges with Queen's Scholars, to the extent of their capacity to admit them into residence, nor to the extent of the annual demand for masters to take charge of schools. Before elementary education can reach a satisfactory condition, every school, in a second stage of development, must, besides its apprentices, have assistant masters, in the proportions to the average attendance of scholars indicated above.

The process by which this system will be introduced will resemble that by which teachers holding certificates of merit, and pupil-teachers, have been diffused. The

schools which have been most efficiently conducted and liberally supported, will first appoint assistant masters. They will become models for the imitation of others, and, successively, those schools, which have been in these pages previously denominated imperfectly developed model schools, will thus complete their organization.

The 17,015 Daily Schools connected with the Church of England, which the National Society reported to exist in 1847, had an average attendance of 56 scholars. Confining our attention to this class of schools, let us conceive that they were supplied with well-trained and certificated teachers, Assistant and Pupil Teachers, and that the popular confidence in the education thus given had so increased, that the school attendance had risen to an average of 90 scholars¹ at each school.

The schools of rural parishes are small, and the proportion of Church of England Schools under a master, unaided by other assistants than pupil-teachers, would be considerable. The number of each of the three classes of teachers required for the 17,015 Church of England Schools, if the school attendance were increased to an average of 90, may be hypothetically stated in the following manner:—

The whole number of scholars in this Table is distributed on the presumption that the attendance on the very small schools of rural parishes will be increased (when they are rendered efficient), by the extinction of the common, private, and Dames' Schools, and that, in the smallest parishes, the boys and girls will be taught in the same room by the master, and instructed by his wife in needle-work.

In the schools containing 100 scholars, the number of

¹ 17,015 schools, with an average attendance of 90 scholars, would educate 1,531,350, representing, at one scholar for every eight inhabitants, a population of 12,250,800. In the Tables of the census already presented to both Houses of Parliament the population is stated to be, in England and Wales, 17,922,768.

134 *Teachers for 17,015 Schools, with 90 Scholars each.*

assistant teachers would probably soon be increased, and that of pupil-teachers diminished. The proportion of

Church of England Schools of all classes existing in 1847, distributed into classes according to attendance of the Scholars.	Average number of Scholars increased one-half beyond that reported as attending in 1847.	Total Average attendance of Scholars.	Number of Teachers required.	Number of Assistant Teachers required.	Number of Pupil-Teachers required.
11,765	76	894,140	11,765	-	23,530
3,000	100	300,000	3,000	¹ 3,000	3,000
1,500	120	180,000	1,500	1,500	3,000
500	180	90,000	500	1,000	1,500
250	240	60,000	250	750	1,000
17,015		1,524,140	17,015	6,250	32,030
	Remaining	- 7,210			

teachers and assistants would, according to the hypothetical distribution of scholars to the several groups of schools in this Table, be 23,265 teachers and assistants to 32,030 pupil-teachers. As, therefore, an apprenticeship lasts only five years, and the Prussian calculation of the probable duration of the employment of a teacher, appointed at twenty-four years of age, is thirty-three years and four months, the disproportion between the number of apprentices who would become candidates for the office of assistant teachers, would be nine times the number of vacancies to be supplied in the two upper classes of teachers. This disproportion would inevitably create a tendency to employ assistant teachers rather than pupil-teachers; and in the large schools one assistant would be charged with the instruction of twice as many children as a pupil-teacher. When this tendency was fully developed, English elementary schools

¹ These assistant teachers would not be employed until an excess of Queen's Scholars existed, and education was much improved.

would have entered on that stage of improvement, which would assimilate them to those admirably organized Continental schools, which are to a large extent conducted by teachers and assistant teachers.

When the account of the organization of Dutch Schools was printed in the Minutes of the Committee of Council in 1839, and the indentures of the apprenticeship of pupil-teachers were published, these were the several stages of transition, by which it was then hoped, that the improvement of English Elementary Schools might be accomplished.

Before attempting to estimate the annual expenditure involved in this improvement, it may be expedient to show, from some carefully collected facts, what changes are likely to occur in the relative numbers of the several classes of schools.

We have presumed that, before 1854, the new buildings¹ of the Church of England Schools would amount to 1200. Now, of the 17,015 Daily Schools reported to exist, 5404 are said to be in buildings neither legally nor virtually secured, and 3407 of this number were held in dames' cottages. The new buildings will probably be for the most part erected in parishes in which some of those schools have existed as precursors, and, even where new buildings are not erected, the improvement of existing schools will gradually extinguish the private and Dames' Schools; or will displace them to other parishes in which no schools now exist. Of the 17,015 schools, however, some private and Dames' Schools co-exist in the same parish, and one superior new school will, in such cases, displace two inferior ones. Let us presume that one-third of the 5404 schools

¹ Of 21,904 school-rooms, only 6661 were buildings secured by valid deeds, in trust for the education of the poor: and 4950 were deemed likely to remain undisturbed. But 10,293 were without any such security. Of these, 5,104 were probably hired rooms, 3407 were Dames' cottages, and 1782 were portions of churches and vestry rooms. Of the 21,904, only 17,015 were daily schools: deducting, therefore, 4889 from 10,293 we have 5404 daily schools in buildings neither legally nor virtually secured.

136 *Change from Private to Public Schools in Manchester.*

(the buildings of which are neither legally nor virtually secured) is so situated. Then there would be 900 ecclesiastical districts with two of these inferior schools in each, or 1800 such schools. Let us also suppose that one Dame or private School now exists in each of 900 ecclesiastical districts, in which there is a school-building legally or virtually secured. This last class would disappear if the Parochial School were improved. In order, therefore, to substitute substantial buildings for the 5404 which are neither legally nor virtually secured, 3604 only would have to be built, and, of them, we presume that 1200 would be erected before the year 1854, leaving 2404 to be built, in order to raise the number of buildings, either legally or virtually secured, to 15,215¹, by which provision would be made for the scholars of the existing 17,015 Daily Schools.

That this process of substitution of parochial for private and Dames' Schools would occur, may be shown by the facts collected by the Manchester Statistical Society in 1835, as compared with those collected by the Committee of the Manchester and Salford Education Bill, by an agency directed by the Rev. C. Richson in 1851-2. The Table No. III. Appendix D. shows that between 1834-5 and 1852, the attendance of scholars on the private and Dames' Schools had, in the two boroughs, diminished from 14,869 to 5551, while that of the National, British, and Denominational Schools had increased from 5384 to 19,516.

The relative increase of the New Day Schools in each Borough among the several religious denominations, and of the average attendance of scholars, as well as the increase of accommodation and attendance in their Sunday Schools, are shown in the Tables Nos. IV. and V. in Appendix D.

The mode in which school buildings were disused,

¹ 6661 legally secured buildings + 4950, virtually secured + 3604 new buildings amount to 15,215.

Cost of new Buildings for existing Church Schools. 137

exchanged, sold, or erected, in the interval between 1835 and 1852, is shown in another¹ Table No. VI.

These facts render it sufficiently clear that, even with existing agencies, the erection of new school buildings would proceed with considerable rapidity in the populous and prosperous seats of trade and commerce, and that the growth of superior schools, connected with the religious communions, would be attended with the disappearance of the common, private, and Dames' Schools.

The 5404 schools for which we have presumed that 3604 new school buildings are to be erected, had, in 1847, an average attendance of 56 scholars, which is equivalent to an average of 81 in 3604 schools. Each of these schools would therefore have to provide accommodation for 100 scholars, or 360,400 children; and they would cost altogether at least 1,081,200*l.* at 3*l.* for each scholar accommodated. If the average attendance were raised one-half, or to 120 (as supposed), then accommodation would have to be provided for 150 in each school, or for 540,600 scholars at an outlay of 1,621,800*l.* Part of this outlay has been incurred since 1847.

We have presumed in the Table (page 142.), that the 1800 common, private, and Dames' Schools which would probably be displaced, would re-appear in other ecclesiastical districts, and be then ultimately extinguished by superior schools, thus completing the number of 17,015 schools having an average attendance of 90 scholars, or 1,531,350 in the whole.

If this occurred, 1800 other schools would have to be built for 110 scholars each, or for 198,000 in the whole, at an expense of 594,000*l.* *To establish therefore on a basis of efficiency and permanency the 17,015 Church of England Schools reported by the National Society to exist in 1847, an outlay of 2,185,800*l.* would be required*

¹ See Appendix D.

on school buildings alone, even if the expectations expressed in the Report (that the 4950 schools said to be likely to remain undisturbed, because built on portions of churchyards, glebe land, &c.), were fulfilled. In proportion as these expectations failed, a further outlay would have to be incurred for new school buildings.

Not to take a higher rate of annual expense per scholar, than that reported by the National Society to be incurred in the existing schools, or 17*s.* 1½*d.* per annum (including the annual value of the teachers' dwellings), the present estimated annual outlay on the maintenance of these schools would be raised from (874,947*l.* 14*s.*—57,538*l.* the cost of educating 466,794 Sunday scholars) 817,409*l.* to 1,309,623*l.* per annum, exclusive of the cost of pupil-teachers, assistant-teachers, and of the augmentations and gratuities now granted by the Committee of Council to teachers. Before attempting to estimate these latter sums, we may, by means of the aggregate annual income and expenditure of 1713 Church of England Schools in 1851 (as reported in Table VII. of the General Summary of the results of Inspection)¹, ascertain the probable sources of the income by which this annual outlay would be defrayed, if they bore the same proportions as in that Table. An income of 17*s.* 1½*d.* per scholar, distributed in similar proportions as the 18*s.* 0¾*d.* (average income per scholar in the Church Schools) are in that Table, would give about 1*s.* 4*d.* per scholar to be derived from local endowment; 6*s.* from local subscriptions; 2*s.* from local collections; 6*s.* 5*d.* from school pence; and 1*s.* 4½*d.* from other sources. According to this rule the ordinary income of the 17,015 schools would be derived as follows:—

¹ Minutes, 1851-2, Vol. I. p. 144.

*Fresh Income of 434,676*l.* required.*

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	£	Above one-third remain- ing to be raised. £
From local endowment . . .	102,090	34,030
From local subscriptions . . .	459,405	153,135
From local collections . . .	153,135	51,045
From school pence . . .	491,308	163,769
From other sources . . .	103,685	32,697 ¹
	<hr/> 1,809,628	<hr/> 434,676
Annual cost of educating 466,794 Sunday Scholars		57,538
Sums reported by the National Society, exclusive of cost of Sunday Schools		817,409
		<hr/> 1,309,628

It has been before stated, that the sum of 874,947*l.* 14*s.* reported by the National Society in the results of the inquiry in 1846-7 (the actual sum returned in answer to the Circular being 648,658*l.* 13*s.*) as the annual expense of maintaining the schools, contained the following items founded on estimate only:—

		£	s.	d.
ENGLAND.	Probable amount not returned in answers to Circular	180,443	11	0
WALES.	Ditto	2,254	10	0
	Estimate for 890 places from which no returns were received	43,591	0	0
		<hr/> 226,289	<hr/> 1	<hr/> 0

That these estimates are somewhat in excess may be inferred from the fact that the whole average expense per scholar in these returns nearly equals the income of the schools inspected in 1851, which are the most flourishing and best supported Church of England Schools.

Whatever excess exists, would have to be added to the sum of 434,676*l.* required for the ordinary expenses of 17,015 schools (in addition to the 817,409*l.* said to be raised), if 1,531,350 children were taught in them, and the average expense did not exceed 17*s.* 1½*d.*, as reported by the National Society.

¹ The excess above one-third is added to this sum to simplify the calculation.

140 *Total increased annual Outlay 1,500,000.*

Assuming the distribution of the scholars contained in the Table, page 126., as the basis of a calculation, if the ordinary annual outlay of 17s. 1½d. be distributed, as in the Table, page 127., at the rate of 12s. 4½d. per scholar for the salaries of teachers ; 1s. 1¾d. for books and stationery ; and 3s. 7d. for miscellaneous expenditure ; it will be apparent, that the cost of assistant teachers, and pupil-teachers, must be provided by an addition to this annual income.

Now, in the following Table, the sum to be paid for these objects, and for the augmentation of the salaries of teachers who have obtained certificates, as well as for the annual gratuities paid to them for the instruction of their apprentices, amounts to 1,136,180*l.* per annum, which, added to the 434,676*l.* already required, as an addition to the ordinary annual expenditure, raises the sum which it would be necessary to expend to 1,570,856*l.* (in addition to 817,409*l.*, which the National Society estimates as the ordinary annual expenditure), if the 17,015 schools are to give efficient daily instruction to 1,531,350 scholars.

Increased Annual Outlay required under certain Heads. 141

TABLES showing the Annual Outlay required beyond the ordinary Annual Expenditure of 1,252,085*l.* to provide for the efficient Management of 17,015 Schools, if they educated 1,524,140 Children.

No of Schools in each Class.	Average Number of Scholars in each School.	Total Average Attendance of Scholars.	Number of Teachers required.	Average Salary of each Teacher at 1 <i>2s.</i> 4 <i>d.</i> per Scholar.	Number of Assistant Teachers required.	Total Salaries of Assistant Teachers at an average of 40 <i>l.</i> each.	Number of Pupil Teachers required.	Total Salaries of Pupil Teachers at an average of 1 <i>2s.</i> 4 <i>d.</i> each.	Augmentations of Salaries of Teachers if all possessed Certificates at 1 <i>6s.</i> 6 <i>d.</i> each. ²	Gratuities for instructing Pupil Teachers at an Average of 4 <i>l.</i> each Pupil Teacher. ³	Total additional expense for Assistants, Pupil Teachers, augmentation of 4 <i>l.</i> each Pupil Teacher, and gratuities. ⁴
11,765	76	894,140	11,765	£ s. d. 47 0 6	—	£ —	23,530	£ 352,950	£ 191,953 6 6½	£ 94,120	£ 639,023 6 6½
3,000	100	300,000	3,000	61 17 6	3,000	120,000	3,000	45,000	£ 48,946 17 6	12,000	£ 225,946 17 6
1,500	120	180,000	1,500	74 5 0	1,500	60,000	3,000	45,000	£ 24,473 8 9	12,000	£ 141,473 8 9
500	180	90,000	500	111 7 6	1,000	40,000	1,500	22,500	£ 8,157 16 3	6,000	£ 76,657 16 3
250	240	60,000	250	148 10 0½	750	30,000	1,000	15,000	£ 4,078 18 1½	4,000	£ 53,078 18 1½
17,015	—	1,524,140	17,015	—	6,250	250,000	92,080	£ 480,450	£ 277,610 7 2½	£ 128,120	£ 1,136,180 7 2½

¹ This Average results from the supposition that equal numbers of Pupil Teachers, will at all times exist in each of the five years of the apprenticeship.

² This Average is derived from Table V, page 137, Vol. I. Minutes for 185-52. In this Table 689 Masters and 559 Mistresses received 15,732*l.* 14*s.* 3*d.* in augmentation of their Salaries in consequence of the certificates held by them. This sum gives an average augmentation of 1*6s.* 6*d.* for each teacher, which is a much lower rate than will be secured by Teachers who have been Queen's Scholars.

³ This Average is derived from Table V, page 137, Vol. I. Minutes for 1851-52, where the Table of Gratuities paid to Masters for instructing 4,478 Pupil Teachers, was 18,087*l.* 1*s.* 1*d.* or 4*l.* 1*s.* 1*d.* for each Pupil Teacher.

⁴ Salaries of this amount are required to provide for high attainments, prolonged experience, and skill in school keeping, without which men of ability and energy will desert the profession after a few years' trial. Above the Salaries the Government pays to the Masters, or Vice-Principal, of the office of the Training College, would offer further inducements to persons of high attainments, and energy, to accept of the office of Master, or Vice-Principal, of the office of the Training College, would offer

⁵ It would be most impolitic to employ so large a number of Pupil Teachers. Therefore more Assistant Masters must be appointed, and more expense incurred.

142 *Number of Scholars in British Schools.*

I have been unwilling to interrupt the chain of reasoning on which the preceding calculations have been founded, by inserting such statistics as I have been able to collect concerning the Schools of the British and Foreign School Society, and the religious denominations which are aided by the Committee of Council on Education.

The British and Foreign School Society have in the metropolitan district 203 schools, containing 30,582 scholars. The Committee have found it impossible to obtain exact information of a similar kind in other districts. Mr. Baines stated in 1847 ¹, on the authority of Mr. Dunn, the number of scholars in British Schools to be 200,000, and Mr. Dunn informs me that this number is, in his opinion, underrated, rather than otherwise.

In the metropolitan district the schools average 150² to each school, and if we presume the number of scholars in England and Wales to be 225,000, and to be distributed among the schools according to the same average as in London and its neighbourhood, this would give 1500 as the number of British Schools. The Society does not enforce definite terms of union. If Schools adopt and act upon its general principles, they are permitted to declare themselves to be British Schools. Thus in the 1500 schools are included those denominational schools not connected with the Wesleyan Education Committee, or the Congregational Board, and which, though they may not be taught by

¹ Letters to Lord John Russell, p. 33.

² In Table VII., containing the general summary of the results of inspection for the year ending 31st October, 1851, in the two districts of the inspection of "British Wesleyan and other Protestant Schools not connected with the Church of England," facts are recorded with respect to 282 such schools; in these schools the average number of children in attendance is reported to be 46,368, which number would give an average of 164 scholars to each school; but the number of children present at the Inspectors' Examinations is stated to be 42,717, which would give an average of 161 scholars to each school. See also Appendix B. Table No. II.

Number and Income of British and Wesleyan Schools. 143

Teachers trained in the Borough Road, are conducted on the general principles of the Society.¹

The average income of British Schools for every scholar in attendance, is reported, in Table VIII. of the General Summaries for the year 1851, to be 14*s.* 4*d.*² The Schools inspected are obviously those in the most flourishing condition. If therefore this average be applied to the whole estimated number of scholars in British Schools, we shall obtain a result considerably in excess of the actual income of such Schools. The average income of British Schools (containing 150 scholars each), would at this rate be 107*l.* 10*s.* 0*d.*, and the total annual income of 1500 such Schools, about 161,250*l.* The probable sources of this income may be ascertained by an inspection of the Table in page 159.

The number of Wesleyan Schools, taught by masters or mistresses trained by the Education Committee of the Conference, is 202, and there are 195 other Schools in connection with that Committee. The Schools of both these classes are subdivided into 54 boys', 56 girls', 247 mixed, and 40 infant Schools — altogether 397: having an average attendance of 21,914 boys, 12,957 girls, and 3,752 infants, or, in the whole, of 38,623 scholars, being an average of 97 to each School.

The following sums have been returned by the Committees of the Schools, viz.: total annual cost, 22,347*l.* 1*s.* 10*d.*; children's pence, 11,557*l.* 9*s.* 4*d.*; salaries, 17,728*l.* 14*s.* 0*d.* But I am informed that these returns are very defective, and that 5000*l.* at least should be added to each item of expense.³ If the annual cost amounted to 27,347*l.* this would be nearly at the rate of 14*s.* 2*d.* per scholar, which does not appear improbable, and each school would, on the average, cost 68*l.* 6*s.* 1*d.* If the salaries of the 397 teachers

¹ On the information of Mr. Dunn.

² Minutes, Vol. I. 1851-2, p. 144. See also Appendix B. Table No. II.

³ It will be found in the Table which follows, that the income from school pence is accordingly largely increased in the estimate.

144 *Schools connected with the Congregational Board.*

were raised to 22,728*l.* this sum would yield an average of 57*l.* 5*s.* to each. The salaries of masters are stated by the Committee to average 70*l.*, and those of mistresses, 40*l.* per annum. There are about twenty British Schools among those connected with the Wesleyan Communion to which these facts relate.

The schools to which the preceding statistics refer are called Wesleyan, because they are conducted by committees of Wesleyan congregations, over which Wesleyan ministers preside; but many such schools existing before the formation of the Education Committee of the Conference, have formed no connection with it, and are therefore not included in these returns. Almost all these latter schools are reported to be in connection with the British and Foreign School Society.

From the Report of the Congregational Board of Education for 1851-2, it appears, that 38 male and 51 female teachers had charge of schools connected with the Board. In the Boys' Schools the average attendance amounted to 3532, and in the Girls' to 3307, giving a total of 6839. The majority of these schools were formerly in connection with the British and Foreign School Society, but have been withdrawn from it. The number built by Committees in union with the Congregational Board is small. The average¹ salary of the masters is stated to be 75*l.* 9*s.* 2*d.*, and that of the mistresses, 42*l.* 14*s.* 9*d.* If we were to presume, that the average annual cost of each scholar in attendance equalled that of the British Schools inspected in 1851, then the whole annual outlay on the Elementary Schools of the Congregational Board would amount to 4901*l.* 5*s.* 8*d.*, and the average income of each school to 55*l.* 1*s.* 5*d.* The Board, however, also expended in 1851-2 1615*l.* 6*s.* 4*d.* on the support of the Homerton Training College.

¹ This average is however at a higher rate per scholar than that resulting from the General Summaries of Inspection, which it exceeds by 2*s.* 3*d.* per scholar.

The number of Roman Catholic Schools in England and Wales is, according to an "Approximate Statement," which I owe to the kindness of Mr. Nasmyth Stokes, the Secretary of the Roman Catholic Poor School Committee, 585. These schools are taught by 330 masters, whose salaries are stated to average 40*l.*; and 415 mistresses, with an average stipend of 26*l.* The scholars are 15,000 boys and 19,750 girls, or 34,750 in the whole.

The Roman Catholic Schools are supported at an annual outlay of 16,000*l.*, or at an average cost of 9*s.* 2½*d.* per scholar. As the schools contain on the average 59½ scholars, the average annual outlay on each school will amount to 27*l.* 7*s.* 9½*d.*

The income of these schools is derived as follows:—from endowments, 500*l.*; subscriptions, 2600*l.*; private supporters of schools, 2000*l.*; from collections, 5000*l.*; from school pence, 4400*l.*; from the contributions of the Poor School Committee, 1500*l.*

The school buildings secured in trust for education are stated by Mr. Stokes to be very few—perhaps not more than 30; those virtually secured, 300; private property, 60; in rented houses, 170; in churches, &c., 25. The number of legal trusts is increasing.

The Ragged School Union, established for the support of Free Schools for the destitute poor of London and its suburbs, reports that the number of schools, in the first year of the Society's existence, was 20, in the fourth year 62, and is now 110.

The number of Voluntary Teachers, at first 200, and after four years 800, is now 1600.

The number of Paid Teachers, which in the first year was trivial, and in the fourth was 80, is now 200.

The number of Children, which at the end of the first year was 2000, and in the fourth year 7000, is now above 13,000; and of these 2270 were attending classes of industry. Some schools have dormitories, and others board and lodge some of the scholars. The Honorary Secretary of the London Committee (Mr. Locke) esti-

mates the number of Ragged Schools in the provinces throughout Great Britain at 70, with about 7000 scholars. Of these Schools, about 13 feed, as well as instruct and train, their pupils.

The Annual Income of the London Union, which at first was only 61*l.*, and in the fourth year 696*l.*, is now above 2800*l.* This does not include the large amount raised by the Schools in their own districts.

The Shoe-black Society continues to prosper. Though the earnings of the boys are not now so much as during the Great Exhibition, yet they average 7*s.* per week each, and thirty-six boys are still employed in this manner. The financial sheet of this little Society for last year is curious and gratifying. Out of 650*l.* earned for cleaning 156,000 pairs of boots and shoes, the sum of 360*l.* was paid directly to the boys, 140*l.* was absorbed in working expenses, while the balance, no less a sum than 150*l.*, was deposited in the Savings Bank, by those boys who had been the most industrious and saving.

The cost of those schools which feed and educate their scholars, is between 6*l.* and 7*l.* per head annually. The classes of industry chiefly consume their produce in clothing their pupils, and therefore add considerably to the whole charges. Moreover the schools are generally small, and the great majority have to pay about 4*s.* per scholar, for the yearly rent of the premises. These circumstances render probable Mr. Locke's estimate that the annual cost of the Ragged Schools averages 20*s.* per scholar.

The Home and Colonial School Society has trained nearly 2000 teachers, chiefly of Infant Schools, in the last sixteen years. Of these death, marriage, and other causes, have removed so many from the charge of schools that the Committee are now in communication with 996 only. Three-fourths of the schools in which these teachers are employed are connected with the Church of England, and the majority of the remainder

are Infant Schools attached to British Schools, the rest being chiefly Wesleyan. The Society does not impose any terms of union, or otherwise incorporate the schools conducted by its teachers. These schools are therefore included in "Church School Inquiry:" or in those deemed to be connected with the British and Foreign, Wesleyan, or Congregational Education Boards.

The facts¹ related concerning the number of schools and scholars connected with the Church of England and the other Religious Communions, together with the annual cost, and the sources whence that outlay is probably derived, may be here conveniently collected into a tabular form: (*See next page*).

¹ The Author is indebted for these facts to the courtesy of the following gentlemen. For those respecting the British and Foreign School Society to Mr. Dunn: — the Wesleyan Education Committee, to the Rev. John Scott: — the Congregational Board of Education, to Mr. Samuel Morley, and the Rev. the Principal of Homerton Training College: — the Roman Catholic Poor School Committee, to Mr. Scott Nasmyth Stokes: and the Ragged School Union, to Mr. James Locke.

148 Sources of Income of Schools of Religious Communions.

TABULAR VIEW of the SCHOOLS of the Church of England and the other Religious Communions in England and Wales, founded on preceding data, and comprising an Estimate of the probable Sources of their present Income in cases in which such facts have not been otherwise obtained.

	Number of Schools in each Religious Communion or Association.	Total Number of Scholars in Attendance.	Average Number of Scholars in Attendance on each School.	Total Annual Cost of maintaining Schools.	Average Cost of each School.	Average Cost of each Scholar.	Average Salary of Minister as reported by Religious Communion.	Average Salary of Minister as reported by Religious Communion.	Local Endowment.	Local Subscriptions.	Local Collections.	School Penses.	Private Donations of Scholars.	Other Sources.	Total.
Church of England ¹ -	17,015	955,865	563	817,061½	48 0 5	0 17 1½			63,724	286,760½	95,966½	306,376½		64,645	817,081½
British and Foreign School Society -	1,500	225,000	150	161,250	107 10 0	0 14 4			4,687½	47,812½	11,250	85,078		12,422	161,250
Wesleyan Education Committee -	297	38,623	97½	27,847	69 17 5	0 14 2	70 0 0	40 0 0	493	8,207½	1,531	14,604½		2,132	47,268
Congregational Board of Education	89	6,639	76½	4,501	55 1 3½	0 14 4	75 0 0	43 0 0	149½	1,453	342	2,586		377½	4,901
Roman Catholic Schools -	585	34,750	59½	16,000	27 7 0	0 9 2½			500	2,600	5,000	4,400	2000	3,1500	16,000
Ragged Schools -	270	20,000	74	20,000	74 0 0	1 0 0				20,000					20,000
Total -	19,866	1,281,077	64	1,046,579½	53 14 3½	0 16 6			69,337	366,823½	114,109½	413,044	2000	81,076½	1,046,590½

¹ The estimate of the sources of income in Church of England Schools, is founded on the average rate of that income per Scholar, in the superior class of Church of England Schools, respecting which the general results of inspection are reported in Table VIII., Vol. I., Minutes for 1851-2, page 144; by reducing this average rate of income, viz. 18s. 0½d. to the average rate of expenditure reported in the results of the National Society's Inquiry, "This reduction is made in the following manner: — The Local Endowment is estimated at 1s. 4d. per Scholar—the Local Subscriptions at 6s.—the Local Collections at 2s.—the School Pense at 6s. 5d., and the money from other sources at 1s. 4½d.

² The estimate of the several sources of income in the British and Congregational Schools, is derived from the actual income reported under each head in the Table VIII., Vol. I., Minutes for 1851-2, page 144., where it amounts to rates per Scholar nearly as follows, — viz. 5s. 5d. per Scholar from endowment; 4s. 3d. from Local Subscriptions; 1s. from Local Collections; 7s. 6½d. from School Pense; and 1s. 1½d. from other sources. As the Wesleyan Schools have an income reported to average nearly 14s. 9d. per Scholar, the difference between 14s. 4d. and 14s. 9d. has been subtracted from the item of Endowment, which, for Wesleyan Schools is estimated at 2d. per Scholar. The rest of the sources of income in Wesleyan Schools are estimated at the same rates as in British and Congregational Schools.

³ Contributions from the Roman Catholic Poor School Committee.

⁴ This sum exceeds that stated in the fourth column by 11½, because the average cost per Scholar is rather less than 14s. 3d., whereas the latter sum has been calculated at that rate, omitting all sums below 10s. in the several columns.

Religious Communions expend One Million annually. 149

The Religious Communions in England and Wales possess, therefore, nearly 20,000 schools, instructing, in some degree, 1,281,077 scholars, at an expense exceeding One Million per annum. If these schools could be all made efficient, they would, at the rate of one scholar for every eight persons, provide education for the children of a population of 10,248,616, of the 17,922,768 inhabitants found, by the census of 1851, in England and Wales.¹ If the average attendance of the Church of England schools could be raised to ninety scholars, they would provide education for 1,531,350 scholars, which (with 325,212 scholars of separate Communions), would give an aggregate of 1,856,562 scholars, representing² a population of 14,852,496.

It is not pretended that these statistics are exhaustive; nor is the author responsible for their accuracy. They result from the reports of each Communion on its own schools. But, until the Education Returns of the census are published, it would be imprudent to attempt any estimate of the number of private and Dames' schools, not included in the Report of the Church School Inquiry, or of any Denominational Schools which may not be comprised in the preceding groups.

All attempts (whatever be their interest or utility) to ascertain the number of children of a school age, for whom no school exists, are of less importance, so long as the great majority of the existing schools continue so deplorably inefficient.

We prefer, in the first place, to show what are the means and the cost of rendering the existing schools of the Religious Communions, worthy of the great enterprise of the Christian civilisation of the people.

The Schools of Religious Communions not connected

¹ See Tables of Population and Houses, presented to both Houses of Parliament, by command of Her Majesty, p. 4.

² I take the rate of one scholar in eight inhabitants as that supported by most writers on the statistics of education.

150 *Addition to Expenditure of separate Communion.*

with the Church of England, have not resources equal to those reported in the results of the Church School Inquiry. It must also be borne in mind, that we have given all the British and Congregational Schools credit for an income equal to that reported to exist in their most prosperous schools; viz. those under Government Inspection. But all these groups of schools include many with meagre resources. How wretched the condition of many is, may be ascertained from the elaborate Tables, published by the Commission of Inquiry into the State of Education in Wales. Our impression is, that the preceding estimate of the ordinary income of the 20,000 Schools of Religious Communion, in England and Wales, errs greatly in excess.

But, in the analysis of schools connected with the Church of England, it has already been shown, how inadequately an income averaging 17s. 1½d. per scholar provides for the efficiency of that class of schools.

The first step, therefore, is to raise the estimate of the ordinary expenditure of Schools of Religious Communion, not connected with the Church of England, to 17s. 1½d.

The preceding Table (page 159), comprises 2,571 such schools¹, with an average attendance of 305,212 scholars. The income reported in the Table amounts to 229,509l.² But the income, at 17s. 1½d. per scholar, would amount to 261,020l.; being 31,509l. greater than the estimated income, though that is obviously in excess.

This outlay would raise the condition of these schools to the ordinary level of those Church Schools, not improved by the operation of the Minutes of 1846. The sources whence the Income of British and Wesleyan Schools is derived, and the relative proportions of each source, are exhibited in the Table, page 102. Those rates amount collectively to 14s. 4d. per scholar; but

¹ Omitting the 270 Ragged Schools.

² Including the Ragged Schools.

Sources whence improved Income might be derived. 151

if they were raised proportionately, so as to amount to 17s. 1½d., they would be nearly as follows, omitting fractions. From endowment, 6d. per scholar; local subscriptions, 5s. 1d.; local collections, 1s. 2½d.; school pence, 9s.; other sources, 1s. 3¾d. The Ragged Schools may continue to be estimated at 20s. per scholar, derived from subscriptions.

	Endow- ment.	Local Sub- scrip- ts.	Local Collec- tions.	School Pence.	Other Sources.	Total.
British and Foreign School Society - - -	£ 5,625	£ 57,187	£ 13,594	£ 101,250	£ 14,766	£ 192,422
Wesleyan Education Com- mittee - - -	966	9,816	2,333	17,380	2,535	33,030
Congregational Board of Education - - -	171	1,738	413	3,078	449	5,849
Roman Catholic Poor School Committee -	869	8,832	2,099	15,637	2,280	29,717
Ragged Schools - -	- -	20,000	- -	- -	- -	20,000
	£ 7,631	97,573	18,439	137,345	30,030	281,018

But in order to raise the condition of these schools to that contemplated by the Committee of Council on Education, when the Minutes of 1846 shall be in full operation, and every school supplied with Certificated Teachers, and with Pupil and Assistant Teachers, in the proportions required for their complete efficiency, a further annual expenditure of 221,900*l.* would be required. The ordinary existing income, 229,509*l.*, together with improved ordinary income, 31,509*l.*, and the outlay required under the Minutes of 1846 of 221,900*l.*, and 20,000*l.* expended on Ragged Schools, amount to 502,918*l.*

This is shown in the following Table, which also exhibits the various items on which this annual outlay would be expended.¹

¹ From this calculation the Ragged Schools (whose organization is in an incipient and experimental state), are designedly omitted.

152 *Present Sources of Income proportionately developed.*

Name of Boards of Religious Communities with which each group of Schools is associated.	Number of Schools in each group.	Average Number of Scholars in all the schools in each group.	Total average attendance of scholars.	Number of Teachers required.	Average salary of each Teacher 12 1/2 % per Scholar.	Number of Assistant Teachers required.	Total Salaries of Assistant Teachers at 40s. each.	Number of Pupil Teachers required.	Total Salaries of Pupil Teachers at 16s. 6d. each.	Aggregation of Salaries of Teachers, if all possessed of 16s. 6d. each.	Gratuities for teaching Pupils at an average of 4s. 6d. per Pupil Teacher.	Total expense for Books and Stationery, at 1s. 6d. per Scholar.	Total expense for Miscellaneous necessities at 1s. 6d. per Scholar.	Total Annual Expenditure of Schools.	The whole additional income required in order to elevate the condition of each class of Scholars contemplated under the Minutes of the 1846.
British & Foreign School Society	1500	150	925,000	1500	92 16 3	1500	60,000	4,500	67,500	94,473 8 9	18,000	12,250 12 6	40,512 10 0	363,395 16 3	201,145 16 3
Wesleyan Education Committee	397	97	38,653	397	60 0 4 1/2	397	14,880	397	5,955	6,476 6 0 1/2	1,468	2,212 12 7 1/2	6,803 5 9	61,701 6 6 1/2	34,343 6 6 1/2
Congregational Board of Education	89	76 1/2	6,859	89	47 9 9 1/2	—	—	178	2,670	1,452 2 1 1/2	712	381 16 4 1/2	1,925 6 3	9,682 16 4 1/2	4,781 16 4 1/2
Roman Catholic Poor School Committee	585	59 1/2	34,750	585	36 16 3 1/2	—	—	585	8,775	9,544 12 9 1/2	2,340	1,980 17 8 1/2	6,926 0 10	49,138 15 1 1/2	33,138 15 1 1/2
Total	2571	—	305,919	2571	—	1897	74,880	5,710	84,000	41,947 9 9	32,540	17,465 12 2	54,567 2 10	482,918 14 3	273,409 14 3

It may here be convenient briefly to recapitulate the results of the preceding calculations as to the sum of money required, to raise the 20,000 schools of the Religious Communions of England, to the state of efficiency contemplated under the Minutes of 1846.

On the buildings of certain of 17,015 Church of England Schools¹, 2,185,800*l.* must be expended to enable those schools to provide an efficient education for 1,531,350 scholars.

The ordinary expenditure of 817,081*l.* would require an addition of 434,676*l.*², and the expenses contemplated under the Minutes of 1846, 1,136,180*l.*³, or together an additional annual outlay of 1,570,856*l.*; that is, a total of 2,387,937*l.*

The Table, page 155., shows that the Religious Communions separate from the Church of England would require an addition of 31,509*l.* to their ordinary income of 229,509*l.* to raise that to 17*s.* 1½*d.* per scholar, and a further increase of 241,900*l.* to their present annual income, to enable them to carry into execution the improvements contemplated under the Minutes of 1846, or a total increase of 273,409*l.*, and a total income of 502,918*l.* per annum.⁴

The total increase of annual income required for about 20,000 schools of the Church of England and separate Religious Communions of England and Wales, to enable them to give efficient instruction to 1,836,562 scholars, is thus estimated to amount to (1,570,856*l.* for the Church of England, and 273,409*l.* for the separate Communions) 1,844,265*l.* per annum, and the aggregate income existing and required is 2,890,845*l.*

¹ Ante, page 137. The buildings of the Roman Catholic Schools would also require a large immediate outlay; nearly 200 schools being held in hired houses or churches.

² Ante, page 139.

³ Ante, page 140.

⁴ Including the Ragged Schools' income of 20,000*l.* per annum, not inserted in the Table.

If, for the sake of argument, we were to suppose that the aggregate required income could be derived from the same sources as the present actual income, and in the same proportions as it is now obtained, then, the following Table shows, that the Church of England and the separate Religious Communion's would, in order to raise the aggregate income of 2,890,885*l.*, have, besides their existing annual revenues, to derive the following sums from each of their sources of income:—

	Church of England.	Other Religious Communion's.
Local Endowment	£127,695	£9,453
Local Subscriptions	542,730½	81,629
Local Collections	185,160½	14,542
School Pence	586,912½	148,946
Other Sources	126,774	17,904

The details of this calculation are set forth in a Table in the following page.

The actual number of children reported to be receiving instruction in Church of England Schools in 1847-8 was 955,865. This has, in the preceding calculations, been increased to 1,531,350, as the probable number that would be educated in 17,015 schools, if they were made efficient.

There are therefore included in the foregoing calculation 575,385 scholars, for whom no evidence exists that education has been provided.

There are also in the Church Schools 81,345 scholars instructed in Dames' Schools.

There remain the children of 3,070,272 inhabitants in England and Wales, or at the rate of one scholar for every eight persons, 383,784 children, for whom schools ought to exist. In proportion as these are not instructed in private and Dames' Schools, no evidence exists that education is provided for them, except in workhouses and prisons.

If the results of the education inquiry under the

TABLE showing the probable relative Incidence of the Charge required for the efficient Education of 1,836,562 Scholars, by the Religious Communions, on the present Local Sources of Income, provided no other source were developed.

Present Sources of Income.	Number of Scholars who are now or will be educated in Schools of Religious Communions, when rendered efficient.		Rate per Scholar, of the several Sources of Income, in the Table page 102., of Schools inspected in 1851.				Average Cost per Scholar of efficient Education, distributed nearly according to the preceding Rates of the several Sources of Income.				Sum to be charged on each Source of Income, if Cost of efficient Education were defrayed from present Local Sources of Income alone.		Sum at present raised from Local Sources of Income to meet this Charge.		Additional Sum which would have to be raised from Local Sources of Income, if the charge were borne by them alone.	
	Church.	Other Communions.	Church.	d.	s.	d.	Church.	d.	s.	d.	Church.	Other Communions.	Church.	Other Communions.	Church.	Other Communions.
Local Endowment			£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Local Subscriptions			0 1 5½	0 0 5	0 2 6	0 1 0	191,419	15,260	63,724	5,813	127,695	9,448	63,724	5,813	127,695	9,448
Local Collections			0 6 3½	0 4 3	0 10 10	0 9 5	829,481	143,704	286,750½	62,073	542,730½	81,631	286,750½	62,073	542,730½	81,631
School Pence			0 6 9½	0 7 6½	0 11 8	0 16 9	893,288	255,615	95,586½	18,523	185,160½	14,543	95,586½	18,523	185,160½	14,543
Other sources			0 1 5½	0 1 1½	0 2 6	0 2 3	191,419	34,386	64,645	16,431½	136,774	17,904½	64,645	16,431½	136,774	17,904½
	1,531,350	*305,212	0 2 1½	0 1 0	0 3 8	0 2 2	280,747	33,065	95,586½	18,523	185,160½	14,543	95,586½	18,523	185,160½	14,543
			0 6 9½	0 7 6½	0 11 8	0 16 9	893,288	255,615	306,375½	106,668½	586,913½	148,946½	306,375½	106,668½	586,913½	148,946½
			0 1 5½	0 1 1½	0 2 6	0 2 3	191,419	34,386	64,645	16,431½	136,774	17,904½	64,645	16,431½	136,774	17,904½

* Ragged Schools, with 20,000 scholars, not included.

156 *Total Outlay on Schools in England and Wales.*

census of 1851 should show that no instruction, but that afforded in Private and Dames' or Pauper and Penal Schools, exists for these 383,784 children who ought to be at school, then the task of the Religious Communions would involve a further outlay on school buildings, and an increased annual expenditure for the efficient education of as many of these children, as experience should prove to belong to the poorer classes.

CHAP. IV.

THE AUGMENTATION OF THE INCOME OF SCHOOLS CONNECTED WITH
THE RELIGIOUS COMMUNIONS.

1. An improved administration of Charitable Trusts.

THE number of scholars for whom the Church of England and the separate Religious Communion provide at least the humblest rudiments of instruction in day Schools, was shown, in the preceding chapter, to be 1,281,077, at a probable or ascertained present cost of 1,046,579*l*.¹

The reasons have been previously given for estimating the amount now derived for the support of these schools from each of the probable sources of income, as follows²: from local endowment, 69,537*l*.; from local subscriptions³, 366,823*l*.; from local collections, 114,109*l*.; from school-pence, 413,044*l*.; from private supporters, 2000*l*.; from other sources, 81,076*l*.

But the state of the majority of these schools may be conceived from the fact, that it had been rendered probable that, on the 31st December, 1851, 5152 Church of England day Schools existed, in which the pecuniary

¹ See Table, *ante*.

² *Ibid*.

³ Ragged Schools are here included with an income of 20,000*l*.

“conditions of the augmentation of the teacher’s salary could be fulfilled by the managers, but in which the teacher had either not attempted, or had failed, to fulfil them by obtaining a certificate of merit. This fact affords abundant proof of the need which exists of a new class of teachers.”

Still more significant is the probability that, in “11,881 schools in connection with the Church of England, the income is below the level which would entitle them to participate in the grants of the Committee of Council in augmentation of the salaries of teachers, even if these teachers were able to obtain certificates.”

The large expenditure required upon school buildings, and the great increase of income necessary to raise these schools to a state of efficiency, have been recapitulated at the close of the last Chapter.

Including 575,385 children not now known to be at school, and 81,345 probably taught only in Dames’ Schools, the Religious Communions would have to provide an additional income of 1,844,265*l.* per annum.

The Table (page 166.) shows the relative incidence of this charge of educating 1,836,562 scholars by the Religious Communions, if that burden were distributed on each source of income nearly in the present proportions, and if no other sources were developed. Combining the additional income not now raised and which is necessary to the efficiency of Church of England Schools, with that also required in other religious communions, the following are the estimated proportions in which this additional charge would fall on each source of income:—On local endowment, 137,143*l.*; on local subscriptions, 624,361*l.*; on local collections, 199,702*l.*; on school-pence, 735,859*l.*; on other sources, 144,678*l.*

On the presumption that the preceding estimates are correct, it must first be determined, how far it is probable that each of the present sources of income could

be so developed as to provide for its proportion of the whole burden.

The whole of the measures of the Committee of Council on Education have been framed upon the principle of stimulating every form of voluntary exertion, and so increasing the present sources of income. No wide departure from this rule of action ought to occur, without a well-ascertained necessity. To neglect, or extinguish by a fatal rivalry the ancient or modern endowments; to despise or discourage contributions hallowed by the charity of religious zeal; or to refuse the sacrifices of domestic piety and affection, would be absurd, if they can be so administered as to secure an efficient education for the people consistently with the rights of conscience.

The sum annually derived from local endowment for the support of elementary Schools has, in the preceding pages, been estimated as 69,537*l.*, and the additional annual income required from this source as 137,143*l.*, making a total charge of 206,680*l.* per annum, if the remainder of the income required could be raised from the other customary sources.

The Endowments for Education reported upon by the Commissioners of Charities were classified as follows, in the Digest of their Reports¹:—

Annual Income of Classical or Grammar Schools	-	152,047 <i>l.</i>
Annual Income of Schools not Classical	- -	141,385
Annual Income of Charities given for or applied to		
Education	- - - - -	19,112
		<hr/>
Total		312,544
		<hr/>

If we may presume that the Income of the two latter classes of Endowments are strictly applicable, under an efficient administration, to the support of elementary Schools, as now constituted under the Religious Com-

munions, we should have an available Income, from this source, of 160,497*l.* In order, therefore, to raise the total charge of 206,680*l.* per annum from Endowments, 46,183*l.* would be required which, at the period of the above classification of Charities, did not appear to be applicable to this use.

There are, however, many facts, relative to the Public Charities, which render it probable that a much greater augmentation of the Income of elementary Schools from endowments would be easy of accomplishment, provided the waste, misuse, neglect, fraud, and mismanagement of the present system of administration could be superseded. For this object no preliminary can be more auspicious than the gradual extension of a system of Schools under the government of the Church and the separate Religious Communions, and the inspection and encouragement of the State.

The course of events, and the popular instinct, seem to have placed the education of the people under the direction of the Religious Communions co-operating with the Civil Power. On the one hand, that sentiment which is universal and most powerful, brings the power of the future life to operate on the present; and, on the other hand, the Secular Authority sustains the standard of instruction—protects the minority—gives the sanction of the law to necessary reforms—maintains the balance between the claims of the spiritual and the lay elements—and will, when required, apply the legislative authority for the protection and development of the funds supplied by religious zeal and domestic piety.

The combination of these forces for an effectual reform in the administration of the Public Charities would be irresistible.

There is nothing in which the Church of England and the separate Religious Communions are more interested,

¹ General Charities and Summaries, published by authority, 1843, p. 23.

than in evoking the aid of the Civil Power, for a reformation of the abuses which have rendered the administration of charitable trusts, and to a great extent of those for education, a chaos of disorder and corruption.

From 1818 to 1837, four Commissions in succession conducted the inquiries directed by Parliament into the condition of these Charities. These Commissioners sat continuously, with two intervals only, one of 17 and the other of 14 months. The Commissioners, who, in 1818 were 14 in number, were increased to 20 in 1819, and the field of inquiry was then extended. Parliament found it necessary in 1835 to increase their number to 30.

Their Reports fill 38 folio volumes. The number of Charities reported upon is 28,840. The aggregate Income of the Charities at the dates of inquiry was 1,209,395*l*. There were 17,972*l*. under 10*l*. per annum, whose total income was 58,187*l*., or at the rate of 3*l*. 4*s*. 9*d*. each.

The Commissioners ascertained that 442,915 acres¹ of land, much of which is in the immediate vicinity of large towns, belonged to the Charities. As a large portion of this land is very valuable for building, Mr. Senior² was probably correct in estimating its average value at 100*l*. per acre, and the whole to be worth 44,000,000*l*. To this must be added the value of the houses and their sites (not included in the preceding average of land), and he estimates their number at 63,000, worth, at 200*l*. each, 12,000,000*l*. more. The value of personal property, mortgages, turnpike bonds, and stock in the public securities was reported

¹ Summary of Land, &c., appropriated to Charities. Digest, pp. 20, 21.

² Mr. Senior has acted for seventeen years as one of the Masters in Chancery who have been charged with the judicial administration of Charities. His opinion is stated in an article in the "Edinburgh Review" on Lord Lyndhurst's bill, to which I shall again refer as a record of experience and opinions.

by the Commissioners to amount to 6,668,527*l*.¹ The property devoted to charitable purposes must therefore be worth at least 65,000,000*l*., and the income derived from it might be enormously increased by an efficient management. But many charities were not included in the reports: the total value, therefore, may be safely estimated at 75,000,000*l*.

The Commissioners "for inquiring into the administration and practical operation of the Poor Laws," conclude their Report on Remedial Measures by a paragraph which, I am permitted by Mr. Senior to state, was written by the Bishop of London, and which was intended to direct the attention of Parliament and the public to the importance of adopting vigorous measures to secure the application of a large part of these Charitable Endowments to the education of the people.

"We believe²," say the Commissioners, "that if the funds now destined to the purposes of education, many of which are applied in a manner unsuited to the present wants of society, were wisely and economically employed, they would be sufficient to give all the assistance which can be prudently afforded by the State. As the subject is not within our Commission, we will not dwell upon it further, and we have ventured on these few remarks only for the purpose of recording our conviction, that as soon as a good administration of the Poor Laws shall have rendered further improvement possible, the most important duty of the Legislature is to take measures to promote the religious and moral education of the labouring classes." To this Report the name of the present Archbishop of Canterbury is appended.

It is not, therefore, without the support of high authority, that reliance is placed on the resources which

¹ Summary of Land and Principal Sums of Stock and Money appropriated to Charities, reported upon by the Commissioners, pp. 20, 21. of the Digest.

² Report of H. M. Commissioners for Inquiry into the Administration and practical Operation of the Poor Laws. Fellowes, 1834, 8vo edit. p. 362.

might be derived from a vigorous, pure, and wise administration of Charitable Endowments for the support of public education.

No funds in the just and wise application of which the public, and especially the poorer classes, are universally interested, were ever worse administered. A part of the property has been most injuriously let upon life leases renewable by the payment of fines. The houses belonging to the Charities are, to an almost incredible extent, in a state of dilapidation. Some of the property is in the possession of persons holding by adverse titles, or without any title, and much more in that of lessees collusively admitted, and paying rents greatly below the value. Where negligence and fraud have not wasted or misappropriated the income, it is often, especially where small, uselessly applied. Even that larger part of this vast revenue which was bequeathed for objects of unquestionable utility, and which has been honestly managed, might generally be much more efficiently administered. The objects for which many of these endowments were bequeathed were ill-defined. They were left, in general terms, "for the use of the poor." Some were destined to superstitious uses, and others to objects now become obsolete, or for purposes which, from the lapse of time and change of circumstances, it is impossible to fulfil. A still larger part of the revenue was destined to be applied, according to views of charity, which experience has proved to be mischievous. Consequently, such monies are often squandered in political corruption. When the Charities of a Borough do not undermine its independence, they often sap the frugality, industry, and forethought of the poor. The days on which the funds of Town Charities are distributed are not seldom saturnalia of every form of excess. The trustees of extensive endowments have often taken no further concern in their right administration than to preside in the Guildhall, or the Hospital, while their clerk, seated on

a high three-legged stool, at a desk, distributed to all comers a certain stated "*Dole*," to be immediately wasted in beerhouses.

Before describing more minutely what are the peculiar difficulties which have involved the Charitable Endowments of this country in such grievous consequences, it appears desirable to point out, that these evils naturally group themselves round two classes of remedies: viz., 1. *administrative aid, control, or inquiry*: 2. *judicial interference*.

The action of the Court of Chancery is purely judicial.¹ Its powers must be called into activity by persons interested. Until, therefore, the Commission of Inquiry certified 385 cases to the Attorney-General, no official interference had of late years occurred. Consequently, any extent of abuse might have wasted a Charity, without the control of the Court, unless a bill, petition, or information had been presented. But the proceedings thus commenced often originated in party spirit—in personal enmity,—or, as the Commissioners of Inquiry state², in "several instances" "brought" to their notice, "the funds of Charities have been subjected to enormous expense by proceedings carried on evidently with a view to costs, rather than to the benefit of the Charity, and which would never have been instituted had the Attorney-General exercised effectual superintendence." Sir George Turner, in the debate on Lord Cottenham's bill, stated, as an example of this abuse, that a particular attorney in the neighbourhood of that house filed informations against the different Charities in the City of London, and against a vast number of other Charities, at the relation of some person nominally interested, and, to his knowledge, the funds of many of these Charities had been completely wasted in the litigation which ensued, in consequence of the want of

¹ Edinburgh Review. Senior, "Administration of Charitable Trusts."

² Thirty-second Report, pp. 1—4.

sufficient control with respect to suits to correct abuses in Charities.

There is both a necessity for an administrative control over the origin of such suits, which the Attorney-General cannot now exert, and also for the constant operation of some vigilant authority¹ to bring abuses under judicial correction. In 81 of the 385 cases certified to the Attorney-General by the Commission of Inquiry, in which the gain of the Charities can be numerically stated, property estimated (at 20 years' purchase) to be worth 623,366*l.* 16*s.* 11*d.*² was added to the value of these endowments³, and schemes were established in respect of grammar and other Schools the income of which amounted to 28,000*l.*

Not only can the Court of Chancery exert no administrative power in originating proceedings for the correction of abuses, but it can only interfere to secure the application of the property to the objects to which it was devoted by the founder.⁴ Under such limited powers, Charities may be confirmed by the decrees of the Court, in their appropriation to schemes of education altogether antiquated. The funds are absorbed in the maintenance of sinecure functionaries, whose office has survived their duties. Hospitals founded for the support of a few poor students have become wealthy corporations, supporting, in purposeless ease, men who ought to render service to the public, for the ample revenues which they consume. Some of the Charities are endowments which had a monastic origin, and the Court has interfered to enforce them, though the profuse and indiscriminate charity thus let loose has plunged the

¹ This is in some degree supplied by the Charity Commission of 1849, but, as it was not constituted by act of parliament, its authority is both limited and resisted.

² I am indebted to Mr. Fearon, the solicitor to the Attorney General, for these facts.

³ Sir F. Thesiger's Speech, March 26, 1852, on the Charitable Trusts Bill. Hansard, vol. cxx. p. 214.

⁴ Edin. Review. Senior, "Administration of Charitable Trusts."

parish into pauperism. If the trust be clear, and the purpose be legal, it is useless to attempt to show in the Court of Chancery that the funds might be more beneficially employed, or that the consequences of a strict fulfilment of the intentions of the founder would be pernicious. It may be clear, that no abuse could produce greater evil than an obedience to the decree. "The Court can give no relief. The purpose is lawful — the trust is explicit. It must be performed whatever be the consequences."¹

There are numerous matters of detail in which the Charities need the administrative aid of a responsible power, or to be guided by counsel authorising proceedings which trustees are incompetent to perform, but for obedience to which advice they might have indemnity, until appeal should be made.

For all such functions, the Court of Chancery is incapacitated² by the vast expense with which a concurrence of circumstances loads all suitors at its bar. Those who are competent, by great experience, to give opinions on the causes in which this expensiveness originates attribute it to "the³ excessive centralization" of the Court. "Every matter referred to it must be heard in London. The first consequence is, that every inquiry, unless it be

¹ Edin. Review. Senior, "Administration of Charitable Trusts."

² The Select Committee of the House of Commons, which sat in 1835, report that "proceedings were not, in all cases, certified to the Attorney-General" by the Commissioners of Inquiry, "by reason of the smallness of the sum to be recovered, compared with the costs attendant on the necessary suit, and also by the consideration, that, in the event of the proceedings being unsuccessful, there was no protection to the defendants, as no costs are ever paid by the Crown." The Committee further report "the prejudicial delay and destructive costs incident" to proceedings in the Court of Chancery, and state that "the requisite correction" of abuses "consumes, under the present mode, from five to ten years of time, and can only be effected at a ruinous sacrifice of the funds of the Charity, while many aggravated abuses are tolerated and continue unredressed, from the apprehension entertained of the serious consequences to disinterested parties in attempting a remedy. It is in evidence that the mode of taking accounts before the Master in Chancery is peculiarly dilatory and expensive, and that the costs of a fresh trust-deed not unfrequently exhaust the funds of a Charity for several years." Page vii.

³ Edinburgh Review. Senior, "Administration of Charitable Trusts."

a mere London question, must be managed by four sets of solicitors." "Thus four sets of expenses are incurred." "In the next place, either the whole evidence must be written, or the witnesses must travel to London, and remain there until their evidence is wanted. Matters that might be investigated and disposed of in five or six days, by a Judge on the spot, last through as many years, and cost as many hundreds, when the inquiry takes place two hundred miles off, and is managed by persons who, as they always urge in excuse of their ignorance of facts, are mere agents, and must constantly refer for information and instructions to their country correspondents."

When such proceedings have been instituted, they are often so languidly conducted that they are protracted over years. As they have originated often in motives in which the benefit of the Charity forms the smallest part, so they are often at length compromised at the expense of the Charity estate, if not by its ruin¹, and without any beneficial result. Yet the Court of Chancery has no power to prevent enormities occasion-

¹ "In the case of the Attorney-General v. Nethercoat, the income of a Charity property worth about 3000*l.*, had been misapplied in payment of poor-rates and church-rates. An information was filed in the Court of Chancery, and a long litigation ensued; the expense of which, from time to time, was partially defrayed by sales of portions of the property. At length, a final decree was made, which declared that the income of the charity ought in future to be applied for the benefit of the poor not receiving relief from the rates — removed the existing trustees — and directed the further costs to be raised by sale or mortgage, and a scheme to be framed for the application of the residuary income."

"The property now remaining was an estate producing 105*l.* a year. The unsatisfied costs amounted to 2000*l.* That sum was raised by mortgage at 4½ per cent. There remains therefore, for the purposes of the charity, 15*l.* a year, being about one tenth of the original income!"

"In another case, an information was filed to ascertain, among other things, the boundaries of some charity lands. A hedge had been grubbed up, and the land taken in by a neighbouring occupier. The site of the hedge was worth about 20*l.* Two hundred pounds were spent in ascertaining whether it belonged to the charity or to the owner of the adjoining freehold." *Edinburgh Review*. Senior, "Administration of Charitable Trusts."

ing so profuse a waste of charitable funds. "An¹ effectual control over the institution of such proceedings, and a superintendence of them during their progress, are imperatively required."

The Court of Chancery formerly exercised an authority created in 1601, by the Act of the 43 Elizabeth, c. 4., which was intended, at that early period, to provide a remedy for evils arising from "frauds, breaches of trust, or negligence of those who should employ the same." Under this Act the Lord Chancellor issued commissions, under which three or four Commissioners, aided by a jury, could make local investigation respecting charity estates, and "the abuses, breaches of trust, negligences, misemployments, not employing, concealing, defrauding, misconverting, or misgovernment" of such property. The Commissioners, after due inquiry, could make orders and decrees for the better management of the property, which were to have full effect and authority, unless overruled upon appeal by the Lord Chancellor. The decrees were enforced by the same process as that of the Court of Chancery, and were filed in an office of the Court, called the "*Petty Bag*." More than 1000 such commissions were issued, between the passing of the Act and 1760; the greater part of which were executed in the reigns of Charles I. and Charles II. Though no such commissions have been issued since the reign of George III., it is clear that this Act originated in an effort to diminish the expensiveness of such proceedings, which was frustrated by the power of appeal to the Court; to give greater vigour to investigation into abuses, and accuracy to the result; and to secure the advantage of a peculiar administrative as well as judicial authority, which should originate and conduct the inquiry, as well as issue the decree. Divested of the expensiveness of an appeal and with Commissions judicially constituted, local courts might have been created which would have

¹ Hine on Endowed Public Charities, p. 7.

struck the most direct blow at suits originating in political or social strife, or conducted for the sake of the costs without reference to the interests of the charity; would have prevented the waste of dilatory litigation, and the injustice of fraudulent compromises at the expense of the endowment. But as the Commissions were constituted, they were found¹ useless, and discontinued.

The immediate consequence of the overwhelming expensiveness of the Court of Chancery is a denial of justice to all the smaller charities.

"As² a general rule, it may be laid down, that the instant a charity not exceeding 30*l.* a year becomes the subject of a suit, it is gone. One of 60*l.* a year is reduced one half; one of 100*l.* a year, one third. The prudent friends of such a charity, will submit to see it mismanaged to any extent short of the destruction of all its utility, rather than risk its utter annihilation by the ruinous protection of the Court." But the small charities are so numerous, as to render this complaint an insuperable obstacle to the continuance of even their judicial control in the Court of Chancery.

Their number, and the intimate connection of a very large proportion of these small charities with elementary education, must be my excuse for setting forth at some length the dangers to which they are liable—some of which they have to encounter in common with the larger endowments, but many of which are peculiar to them.

The Commissioners appointed by Her Majesty, in September 1849, to inquire into those cases of public charitable endowments which were investigated by and reported upon by the Charity Commissioners, but not certified to the Attorney-General in their First Report³,

¹ Sir F. Thesiger's Speech on Charitable Trusts Bill. Hansard, vol. cxx. p. 210.

² Edin. Review. Senior, "Administration of Charitable Trusts." Mr. Goulburn, in the debate on Lord Cottenham's bill, made a similar statement.

³ Presented to both Houses of Parliament by command of her Majesty, June, 1850.

170 *The number of small Charities is very great.*

classify the whole of the 28,840 charities reported upon by the Commission of Inquiry, into groups according to their income. The numbers in each class are reported by them to be as follows :—

Charities ¹ , the incomes of which do not amount to			
5 <i>l.</i> per annum	-	-	13,331
Amounting to	5 <i>l.</i> and under	10 <i>l.</i>	4,641
"	10	" 20	3,908
"	20	" 30	1,866
"	30	" 50	1,799
"	50	" 100	1,540
"	100	" 500	1,417
"	500	" 1000	209
"	1000	" 2000	73
"	2000 and upwards	-	56
Total			28,840

¹ I am indebted to Mr. Fearon for the following Table of Charities* having incomes of 10*l.* per annum and upwards †, classed according to the amount of their incomes, showing the number of such charities, the aggregate income of the several classes :—

					Aggregate Income.
2913	Charities amounting to	£10	and under	£20	£51,694
1867	"	20	"	30	43,410
1079	"	30	"	40	35,891
721	"	40	"	50	31,318
506	"	50	"	60	26,939
393	"	60	"	70	24,988
238	"	70	"	80	17,506
235	"	80	"	90	19,630
175	"	90	"	100	16,427
627	"	100	"	150	75,731
280	"	150	"	200	48,010
170	"	200	"	250	35,576
107	"	250	"	300	28,961
92	"	300	"	350	29,771
63	"	350	"	400	23,408
54	"	400	"	450	22,822
49	"	450	"	500	23,041
66	"	500	"	600	36,182
53	"	600	"	700	34,450
Cd. fd. 10,688					Carried forward 625,745

* Calculated from the Analytical Digest presented to both Houses of Parliament in 1842.

† There were also *about* 17,972 Charities under 10*l.* per annum, with an aggregate income of *about* 58,187*l.*

The aggregate income of these charities at the time when the late Commissioners made their inquiry was 1,209,395*l.*; and although some of the smaller charities may be lost, the income of others has been so much increased, as to render the present aggregate considerably greater than the sum above stated.

Lord Brougham¹ has stated his conviction that the endowments for education, the annual income from which has been previously stated to be 312,544*l.*, were worth "half a million at least."

In the preceding classification the most striking feature is the vast number of those for small annual sums. It shows that there were no less than 17,972 charitable endowments of less than 10*l.* per annum; 21,880, of less than 20*l.* per annum; and 26,085, of less than 100*l.* It is more than probable, that a larger relative proportion of small endowments would be found among those charities which are devoted to education.

Now, these small bequests are liable to peculiar dangers. They consist to a large extent of rent-charges, and in the lapse of time, from neglect in the appointment of trustees, or from their incapacity, absence, or omission, the payment of the rent-charge falls into dis-

					Aggregate Income.
Bt. fd. 10,688		Brought forward	-	-	£225,745
41	Charities amounting to	£700	and under	£200	30,452
26	"	800	"	900	21,971
22	"	900	"	1000	20,841
74	"	1000	"	2 00	99,264
24	"	2000	"	3000	57,437
10	"	3000	"	4000	34,450
4	"	4000	"	5000	17,648
7	"	5000	"	6000	38,195
2	"	6000	"	7000	18,653
3	"	7000	"	8000	25,397
1	"	8000	"	9000	9,713
1	"	9000	"	10,000	14,789
1	"	10,000	"	15,000	15,817
1	"	15,000	"	20,000	24,963
1	"	20,000	"	25,000	29,344
1	"	25,000	"	30,000	30,132
1	"	30,000	"	35,000	39,297
10,908		35,000	"	40,000	£1,151,248

¹ Lord Brougham's Speeches. Vol. iii. p. 256. Note.

172 *Difficulty and Expense of transferring Charity Stock.*

use, and after some years is absorbed into the estate, which may meanwhile have changed hands. New proprietors often resist the payment of a charge thus forgotten or neglected, and small charities cannot sustain the expense of enforcing it.

When such endowments are secured in the public funds they are liable to a new class of difficulties, as to the appointment of trustees, which cannot be accomplished without considerable expense. The Bank of England does not permit stock to be entered in more than four names: consequently, new appointments of trustees are required at shorter intervals, than when the number of trustees is much greater. "Stock¹, like other property, held jointly by several persons, devolves on the survivor, and after him is held by his representatives. The survivor may have removed from the district in which the charity is applicable, and may not be traceable; he may have died in poverty, having no property of his own to be administered, and then the charity, in order to obtain either the dividends or the capital, must incur the expense of a special administration from the Prerogative Court of Canterbury; or, his own property lying in one diocese, his will may have been proved in the Bishop's or Archdeacon's Court, and then, as no probate, except one granted by the Prerogative Court is available at the Bank with reference to stock, the will must be proved in that court at the expense of the charity."² When the surviving trustee or his representatives are known and capable of making a transfer, they often, and not unjustifiably, decline to make it, unless to trustees legally appointed; lest if the stock should afterwards be misapplied, or made away with by any of the new trustees, or persons deriving

¹ Observations on the Necessity of a Legislative Measure for the Protection and Superintendence of Endowed Public Charities. By James Hine, Esq. Vacher, 1842.

² Vide Abberton, Worcestershire; Sim's Charity, 26th Report of Charity Commissioners, p. 668.

title from them, the parties making the transfer should be held responsible for the loss.¹ It may here be remarked, that as the Bank does not allow stock to be designated in their books as belonging to any trust, it appears to be the property of the individuals in whose names it stands², and consequently there are no means of guarding against its embezzlement," except that in Charities which can bear the cost a *distringas* may be put upon the fund.

When such charities consist of houses, they generally fall into disrepair, from the insufficiency of the income, and in a few years their value is greatly diminished. Neglect or irregularity in the renewal of the trustees often also enables the tenant to usurp property: and when Masters of Schools have died in a dwelling (often with land attached), their descendants have continued in undisturbed possession for so long a period, that at length they have successfully resisted ejectment.

The ignorance or other incapacity of trustees, has led to the investment of the funds of charities on insufficient security.³ Sometimes they are tempted by a higher rate of interest to place them in the hands of some solicitor, or other inhabitant of the parish. But even when entrusted to the chief landed proprietor, or to the incumbent and his successors, however wealthy or respectable, experience shows that, in the lapse of time, monies so confided⁴ follow the fluctuating fortunes of families, or owing to personal or accidental influences, disappear. Such funds have also not un-

¹ Great Marlow, Bucks; Howe's Charity, 26th Report, p. 143.

² Focherby, Yorkshire; Ramsden's Charities, 18th Report, p. 594.

³ The Commissioners of Inquiry, in their Third Report, dated 15th Jan. 1820, stated, "We have found much mischief resulting from the practice of placing money destined to charitable uses upon private security, and still more from leaving it in private hands at interest without any security. By referring to the cases reported, numerous instances will be seen of charitable funds lost by these means; and it appears to us much to be wished that some power should exist, under due modifications, of enforcing the investment of such funds upon proper security."

⁴ Hine, on Endowed Public Charities.

frequently been advanced at high rates of interest to the parish to enable its officers to build the workhouse, to provide for the expense of a new road or bridge, or to rebuild or repair the church. It has been afterwards discovered that such outlay ought to have been defrayed from the current rates, and could not legally be made a mortgage on them. New occupiers or owners have objected to the charge even of the interest, and it has then been discovered that no means existed of recovering the principal. Thus the whole endowment has been absorbed for parochial uses.¹

The recommendation of the Commissioners of Inquiry, as to the redemption of the funds so absorbed, might be accomplished if power was given to enforce a mortgage on the parochial rates, to be repaid by annual instalments, in twenty years. This power in the larger charities should be subject to the control of the Court of Chancery.

The bequests for education are frequently so meagre, that they are insufficient for the support of even a small school; yet they are not seldom bequeathed in terms so limiting their application, that they cannot be employed in aid of the parochial or other local school. A charity of this kind may be applicable only to instruction in the Catechism, or to the preparation of a limited number of children for confirmation, or to

"We may here observe," say the Commissioners of Inquiry in their final General Report, "on an error which is very prevalent, but, as it appears to us, unsupported by any authority, and contrary to the tenor of the decisions of the Courts of Equity, that charities given to the poor in general terms, or for the relief or support of the poor, are applicable in aid of parish rates. We have in some instances, where the funds have been large, certified cases of this description to the Attorney-General, for the purpose of his obtaining the directions of a Court of Equity thereon; but there are a great number of charities of so small an income that we have thought ourselves precluded, in these cases, from doing more than recommending a more correct mode of application. Another subject which appears to us worthy of consideration is, whether some provision should not be made for the continuance of charities, the principal of which has been absorbed in the parish stock, or applied to parochial purposes, where such debt has been acknowledged by the payment of interest or otherwise." 32nd Report, part i.

teaching to read in the Holy Scriptures. Often the objects are much more peculiar; as, for example, that the scholars learn "plain song," and to read.

In some parishes many small rent-charges of from 2*l.* to 10*l.* exist under limited trusts of this description, and even under different sets of trustees, which might be employed to increase the efficiency of the local Schools. In other cases, a house and garden for a Master have been left to one set of trustees—another may possess a dilapidated school-house or oratory, or a disused pest-house or hospital—a third a small field; besides which such rent-charges as have been described above may exist; yet, from various causes, the trustees may be unwilling to co-operate, or may want the power. Consequently, while the parish possesses, in these separate endowments, resources equal to the support of an efficient elementary School, no such institution may exist, or it may languish in merited contempt and neglect.

Even when endowments for education are equal to the annual charges of a small School, the terms of the trust so injuriously limit the objects to which the funds can be applied, that no scholars would resort to it if it were in rivalry with a Parochial School conducted by a trained Master, possessing a certificate, and aided by Pupil Teachers.

The trustees may even be unable to avail themselves of the clauses inserted in the recent School Sites Acts, and to obtain a grant from the Committee of Council for the enlargement and repair of their School buildings, if they were unable to satisfy their Lordships, that they have the power and the disposition to provide an efficient education for their scholars.

To this end, it is desirable that such trustees should be enabled to receive and apply subscriptions in aid of the charitable funds; and to educate scholars who contribute their school pence; to apprentice Pupil Teachers to the Master; to exercise the powers given by the School Sites Acts over the appointment and dis-

missal of the Teachers ; and especially to include in the course of instruction, and in the organization and discipline of the School, every modern improvement.

These were objects which the Committee of Council on Education had in view at so early a period as 1841. In that year, Sir George Grey and the Chancellor of the Exchequer introduced a Bill, entitled "*An Act to afford further Facilities for the Conveyance and Endowment of Sites for Schools,*" which contained the three clauses quoted in the note below.¹

¹ "And whereas many grants have been made of land, houses or tenements, and many gifts of money for the purposes of education, which purposes, either expressly declared by the donors, or settled by long usage, have become difficult of performance from the insufficiency of the endowment, and as any application to the Court of Chancery, or Court of Session, or other court in respect thereof, would be attended with great expense, it is desirable to give certain facilities for rendering the same more efficient; be it therefore enacted, that where any lands, buildings or tenements or heritages, or any money, stock in the public funds, or other securities, not amounting in value to the annual sum of thirty pounds, shall have been or shall be vested in any trustee or trustees for any purpose of education, and the same shall be deemed to be inadequate for effecting the purposes of the trust, it shall be lawful for the major part, being not less than two-thirds of the trustees, to lay before her Majesty, her heirs and successors, in council, subject to the provisions hereinafter enacted, a scheme to apply, for ever or for any limited time, the whole income of such property in aid of some school in the same or the next adjoining parish or parishes, whether such school be permanently endowed or be supported wholly or in part by voluntary subscriptions, and with the consent of her Majesty, her heirs and successors, in council, to determine and settle upon what terms and conditions such aid shall be received; and such application of the income of such property shall commence and take effect at such time or on such terms and conditions as her Majesty, her heirs and successors, in council, shall direct; and during all such time as such application shall take place, the original trusts vested in such trustees shall cease to be in force: provided, that nothing in this clause contained shall be construed to apply to any school subject to the provisions of the act passed in the fourth year of the reign of her present Majesty, intituled 'An Act for improving the Condition and extending the Benefits of Grammar Schools.'

"And be it enacted, that the major part of the trustees of any land or buildings held upon or applied to any such trust as last aforesaid, or where the actual trustees cannot be ascertained, the major part of the persons who, during the term of ten years, shall have acted as the trustees thereof, where the annual value of such land or building shall not exceed one hundred pounds, shall be empowered, with the consent of her Majesty, her heirs and successors, in council, to convert and apply the premises so held

It is within the knowledge of the author, that if these clauses had passed into a law, the trustees of very many small charities would have eagerly availed themselves of their provisions. A great number of these small endowments, which are now uselessly spent, or lost from neglect, or absorbed in collateral parochial uses, or even perniciously administered, would have been most usefully applied to raise the standard of education, or to extend the benefits of an elementary School, under inspection. The clauses were, however, unfortunately proposed at a period when it was impossible for the

upon or applied to such trust as aforesaid, or any part thereof, to purposes of education other than or in addition to those expressed in the instrument whereby the said trust shall be constituted, or which may have been settled by long usage, in such manner, however, as that the education and instruction of poor persons shall be promoted by such conversion and new application; and when such trustees shall require the advance of any sum of money for the repairing, altering, or enlarging the premises used for the purposes of such trust, or for the building of another school upon any part of the land belonging thereto, or otherwise for the permanent benefit of the trust, it shall be lawful for the major part of such trustees, with the like consent of her Majesty, her heirs and successors, in council, to accept the grant of such money upon any terms and conditions which the said major part of the trustees shall deem expedient, and which shall not be inconsistent with the general purport of their trust; and such terms and conditions shall be and remain obligatory upon them and their successors in the said trust, in like manner as if they had been contained in the instrument whereby the trust was originally created: provided, that nothing in this clause contained shall be construed to apply to any school subject to the provisions of the Act passed in the fourth year of the reign of her present Majesty, intituled 'An Act for improving the Condition and extending the Benefits of Grammar Schools.'

" Provided nevertheless, that no schoolmaster or schoolmistress who, by virtue of any such trust, shall be entitled to receive any stipend, salary, or sum, during his or her life or for any shorter period, shall be deprived thereof by reason of anything hereinbefore enacted: provided also, that the intention and objects of the founder of any school, or the donor of any property applicable to such purposes as aforesaid, shall be pursued as nearly as possible; and that it shall not be lawful for the trustees of any funds, lands, houses, premises, or other property, to apply, under the provisions of this Act, any portion thereof in aid of any school, or to convert and apply the same to the purposes of education, in such a manner as that religious instruction at variance with that to which the estate of such trustees shall be legally applicable at the time when it is proposed to divert the same may be promoted in consequence of such diversion and new application of the property."

existing Administration successfully to encounter opposition, and when even the most laudable efforts of the Government provoked criticism. They were consequently abandoned.

Had they passed into a law, the experience of the Privy Council might also have been most usefully employed to guide by advice trustees in the administration of such charities: they would have enabled the Government to restore dilapidated fabrics; to group round the original school-house, a dwelling for the Master, class rooms, and an Infant School; to use the field for allotment gardens for the scholars; to restrain the misappropriation of the endowment in aid of the parochial rates; to secure that the person to whom it was paid as Master did himself, and not by some inferior deputy, discharge the duties for which he received his stipend.

The creation of such powers, and experience of the benefits flowing from a prudent, impartial, and vigilant exercise of them, might have led to their extension, under proper safeguards, to other collateral objects. Among these, the Charity Commissioners enumerate "the¹ establishment of some safe deposit for the preservation of deeds and documents. In many parishes these are totally deficient, so far, at least, as regards the smaller charities, of the origin of which we find no evidence but an inscription on a table of benefactions in the church, or an entry in a parish book; and even in the more important charities, and where the succession of trustees has been duly kept up, the instruments of foundation, as well as other material documents, are frequently lost, probably from want of such place of deposit." Such a Depository and Registry of Deeds already exists in the Privy Council Office, for all Schools built, enlarged, or repaired with aid from the Parliamentary Grant, though the copies thus preserved have at present no authority in the Courts of Law.

¹ Final General Report, 32nd Report, pp. 4—6.

Some authority ought also to be enabled, at slight expense, to authorize the sale or exchange of property in the small charities. This power ought not to be exercised without the check of complete publicity to every step of the proceedings, and such control as did not involve an encouragement to litigation. These endowments often consist of buildings for the repair of which no funds exist, or of scattered closes of land, often so entangled with other property, that both the right of way and the boundaries are in dispute, but, nevertheless, so valuable to the owners of adjacent land, that these fragments might often be sold for much more than their intrinsic value. Even when the property is not thus broken up into fragmentary and detached parcels, it might, from its vicinity to other valuable estates, often be sold with great advantage to the charity. The existing mode of effecting exchanges under the Act of 1 and 2 George IV., c. 92., is said to be "so¹ cumbrous and expensive as to preclude its application to property of small amount, and generally to deter persons from resorting to it."

Some power also, rather administrative than judicial, should exist, to enable the small charities to meet the defect described by the Commissioners as "most general," by providing "an² easy and inexpensive mode of appointing trustees, and vesting the property in them

¹ Hine, *Endowed Public Charities*, p. 16. But much of this difficulty as to exchanges has more recently been removed by the Inclosure Act.

² Final General Report, 32nd Report, part i. pp. 4—6. The Commissioners of Inquiry, in their 3rd Report, dated 15th January, 1820, stated, "We think it our duty to observe, that the irregularity which frequently occurs in filling up the places of deceased trustees is productive of great inconvenience,—the management of charitable funds being in many instances, by this omission, thrown into the hands of persons who are invested with no legal authority. In the case of the small charities, the formal appointment of new trustees by regular instruments is often prevented by the want of funds to defray the expense. It seems highly desirable that some easier and less expensive mode should be devised of perpetuating such trusts."—*The Trustee Act, 1860*, has mitigated this evil.

when appointed." "Such trustees might either be individuals, and the vacancies supplied by election, or official persons empowered to take in succession as a Corporation. There are a great number of charities in which no persons are legally invested by the donor with the right of acting, and a still greater number where the appointment of trustees has not been duly renewed, and the funds of the charities are often inadequate to the expense even of the ordinary conveyances, still more so to the cost of proceedings in a Court of Equity. Cases also frequently occur in which there are existing trustees, who, from age or other causes, are incompetent to the discharge of their duty, and where it is important, for the security and efficiency of the charity, that some means should exist of compelling the substitution or addition of others."

The accumulation, in the experience of the Committee of Council, of instances in which charitable endowments failed to attain any useful object, either from the inadequacy of the funds, the failure of persons qualified by the terms of the trust to be recipients of their benefits, and the numerous cases in which the charity could not be legally administered, from the want of power to renew the trustees, or from neglect of such renewal, induced Lord John Russell and Sir George Grey, with the concurrence and aid of Lord Cottenham, to prepare and introduce to Parliament in 1843, a Bill "for the better Application of certain Charitable Trusts for Purposes of Education," which is printed in a note.¹

¹ "Whereas there are many cases of endowed schools and other charitable trusts for purposes of education, which, from the lapse of time, change of circumstances, and other causes, have become and are in a great degree useless for those purposes, and in which the objects of the trust would be better attained by some alteration in the mode of administering the same: and whereas it is desirable that greater facilities should be granted for effecting such alteration, and for the better application of such trusts for the purposes of education; be it therefore enacted, by the Queen's most excellent Majesty, by and with the advice and consent of the Lords spiritual

The majority of the small charities were either bequeathed expressly for "education," or in general terms

and temporal, and Commons, in this present parliament assembled, and by the authority of the same, that in all cases in which any lands, tenements, hereditaments, stock in the public funds, or other securities, sum or sums of money, or other property whatsoever, the annual value or income of which shall not exceed two hundred pounds, shall be held upon any charitable trusts for purposes of education, the particular object of which trusts cannot be fully and effectually attained, from there not being a sufficient number of persons capable and desirous of partaking of the benefit of such trusts, or from the inadequacy of such trust property, or from any other cause, it shall be lawful for her Majesty's Attorney-General, and any trustee of such property, or other person in the possession or management thereof, or interested in the application thereof, to lay before her Majesty in council a scheme for the better administration and application of such trust property, whereby the general purposes of education may be more effectually advanced; and such scheme may be adopted, modified, or altered in such manner as to her Majesty in council shall seem meet for the purposes aforesaid; and any scheme which shall be so ultimately approved by her Majesty in council may at any time afterwards, upon such application as aforesaid, be set aside or altered as to her Majesty in council shall seem meet, with a view to the more effectual advancement of the purposes aforesaid.

"And be it enacted, that the provisions of any scheme so approved by her Majesty in council shall, so long as the same shall remain in force, be and be considered as the trusts upon which the trust property to which such scheme relates is held, and the trustees or trustee thereof for the time being shall administer the same accordingly.

"And whereas there are many cases of charitable trusts for purposes of education, in which no power has been provided or exists of appointing new trustees, or of keeping up the succession of trustees of the property comprised in such trust, and the necessary expense of applying to the Court of Chancery for these purposes is greatly injurious to and often destructive of the object of such charities; be it enacted, that in all cases of charitable trusts for purposes of education, in which the annual value or income of the trust property shall not exceed two hundred pounds, and in which no power shall exist from the original gift or foundation, or from any other instrument or authority, of appointing new trustees or of keeping up the succession of trustees of the property comprised in such trusts, or in which any such power shall, from any cause, have become incapable of being exercised, it shall be lawful for her Majesty's Attorney-General, and any trustee of such trust property, or other person in the possession or management thereof, or interested in the application thereof, to lay a scheme before her Majesty in council for appointing new trustees of such charity property, and for keeping up the succession of such trustees; and such scheme may be adopted, modified, or altered in such manner as to her Majesty in council shall seem meet; and any scheme which shall be so ultimately approved by her Majesty in council may, at any time afterwards, upon such application

for the "use and benefit of the poor," or for "pious and charitable uses." Moreover, a very large portion of the endowments for education can only be efficiently administered by being applied in aid of the funds of some existing School, or by being united with other similar endowments under one management, or by being augmented by aid from the Parliamentary Grant, so as to enable the Trustees to erect the requisite buildings, and to employ certified Teachers and Pupil Teachers, as well as to admit scholars whose instruction is improved by means of subscriptions and school pence. All such Schools are in need of the check of inspection, and of the encouragement of the public aid. There are numerous administrative wants, such as provisions for the removal of superannuated, disabled, and incompetent teachers¹—inquiries promoted by trustees into neglect, and grievous inefficiency in school keeping—arrangements for pensions to worn-out Masters—and many others purely scholastic details which ought to be under no other public control than that of the department charged with the interests of public education. In many charities, the funds have enormously outgrown the uses for which they were destined by the founder;

as aforesaid, be set aside or altered as to her Majesty in council shall seem meet.

"And be it enacted, that the provisions of any scheme which may be so approved by her Majesty in council shall, whilst the same shall remain in force, be binding upon all parties, and shall be of the like force and effect as if the same had been inserted in the original gift, or formed part of the foundation of such trust; and the legal estate and interest of and in any lands, tenements, and hereditaments and other property comprised in such trust shall be and shall be considered for all purposes as vested in the trustees appointed in pursuance of the provisions of such scheme, as fully and effectually as if such legal estate and interest had been regularly conveyed and assigned to such trustees from the person or persons in whom the same was originally vested.

"Provided always, and be it enacted, that nothing herein contained shall be construed to authorize the appointment of any municipal corporation to be trustee of any such charity property as aforesaid."

¹ See recommendations of the Commissioners of Inquiry, Final General Report, vol. xxxii. part i.

or the original recipients have ceased to exist; or the objects have become obsolete or impracticable; or modern sentiment and opinion declare them to be superstitious — or experience proves that they are mischievous. For the administration of such endowments, new schemes are submitted to the Court of Chancery; but it is obvious, that all such schemes ought to be prepared by some authority exercising a general control over charitable funds, and that, as they generally include an appropriation of a large part of the income to education, such authority should be concurrent with that of the Committee of Council on Education. This concurrent action would be maintained, if the Department of Public Charities were controlled by a Committee of the Privy Council; and if the Education and Charity Committee were represented by the Lord President in the House of Lords, and by a Vice-President in the House of Commons. The organization of the Department of Public Charities might be separated in all the arrangements of its permanent staff from that of education. It would be necessary to appoint lawyers of great eminence as the chief responsible officers for public charities; but the harmonious co-operation of the two offices would be secured by their subordination to the same political chiefs, representing them in both Houses, and to the same Committee of the Privy Council, consisting of responsible officers of State.

Such a department would secure a larger amount of public confidence than a separate Commission, because it would be not merely under the check of public opinion, but under the immediate influence of Parliament. The Government, represented both in the Committee of Privy Council as a deliberative and controlling power, and in its President and Vice-President as an executive authority, would be responsible both for all the General Minutes of the two Departments, and also for the fidelity with which these Minutes were administered. For the

success of such a department in reforming the abuses of the public charities, it does not appear necessary to invest it either with a judicial authority, or a direct administrative power. Its function should rather be that of a deliberative body, making the preliminary inquiries without cost to the charities, and enabling Judges in Charities holding local Courts, to carry into execution, at the least expense, improvements within the scope of its powers. The excessive centralization of the Court of Chancery, and its devouring expensiveness, would thus be avoided, without withdrawing the reformation of abuses from the public adjudication of the Courts of Law, or subjecting the affairs of even the smaller public charities, to the summary jurisdiction of inferior Courts, unaided by a responsible public department.

The form of procedure by preliminary inquiry, and statement to the Court from a Commission, have the sanction of high authority.

The Committee of the House of Commons in 1835 recommended (see extract from their report in ¹ note

¹ "The last head of inquiry upon which your Committee are to report their opinion, viz. the mode by which charity funds may be most efficiently, promptly, and economically administered, comprises many considerations of great interest and difficulty.

"When it is considered that these funds amount to about one million per annum, it is obvious that their proper management and right application are matters of national concern, the more especially as the objects of their appropriation embrace, to a very large extent, the education and the comfort of the people.

"Apart from those special cases which may call for the instant interposition of a Court, your Committee are inclined to recommend that the superintendence and, in certain cases, the administration of all property devoted to charitable uses should be entrusted to a permanent Board of three Commissioners, or some other independent authority, on whom should be imposed the duty of superintendence and control over the administration of all property devoted to charitable uses: that such Board should have authority to call for, from time to time, and enforce a return or an account of the annual funds and property of any charitable institution, and have power to summon before themselves, or other persons specially authorized by them, all parties concerned in the management or administration of any

below), that "the investigation of the facts and circumstances" should be referred to a "Board" of three

charitable institution or funds; in case of necessity to appoint and, upon adequate cause clearly established, to remove trustees; to take care that no sale, mortgage, or exchange of charity property be effected without their concurrence, and that all funds applicable to charitable purposes be invested upon real or Government security; to superintend their application; to suggest and (if necessary) to enforce arrangements for the preservation of all documents and other writings relating to charity estates; to give acquittances in discharge of all payments in cases where no competent party can be found to give the same; to audit from time to time the annual accounts of trustees and other persons administering charity property; to have the power of removing masters and ushers, and to sanction the salaries to be paid to them, as also such allowances upon their retirement as the circumstances may require and the funds will admit; such power to be exercised and such sanction given concurrently with visitors, where any such exist; and generally to authorize such arrangements as shall appear calculated to promote the object of the founder; and in cases in which that object is useless or unattainable, to suggest such other appropriation as may appear desirable. The Board to be empowered to suggest schemes for the government of all charities, and for the management of all estates and funds belonging to such charities, and to correct any abuses therein, subject to the like concurrence in cases where there are special visitors; and in cases where parties are willing, the Board to be empowered, by themselves or others duly authorized by them, to adjudicate and finally determine all disputes respecting conflicting claims and accounts. Trustees to be indemnified for the acts which they may perform under the direction of the Board.

"In order to avoid the expense and delay inseparable from the present mode of administering legal remedies, as also to encourage summary arrangements, and for facilitating proceedings in cases where such are indispensable, your Committee recommend, that no proceedings in equity be instituted until the case has been investigated by such Board, who shall, if necessary, certify to the Attorney-General or Solicitor-General that the case appears to them such as to require legal interposition.

"In cases where the parties, notwithstanding such suggestions, insist upon proceedings at law or in equity, the Board of Commissioners shall be directed to certify the special circumstances to the Court. It appears to your Committee advisable that the Court may, in such and all other charity cases, be empowered to refer the investigation of the facts and circumstances to such Board, who shall report thereon to the Court. Your Committee would also suggest that, with the view of securing permanently the full benefits of the Charity Commission Inquiry, and a constant and uniform superintendence over the administration of all charitable institutions, such Board shall be duly authorized, in cases where it may appear necessary, to call from all proper persons for certain returns, to be specified in a schedule similar in purport to the precedent adopted in the 26th Geo. III. c. 58., which provides for returns in the following particulars:—The name of the person who gave any charity; when given; whether by deed or will; for what

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Commissioners, "who should report thereon to the Court." Lord Lyndhurst's bill of 1846 would have restricted not only the preliminary inquiry, but the judicial decision, without appeal, to a commission, in all charities under 100*l.* per annum. The Charity Commission of 1849, in their bills of 1850–51, gave power to proceed before the Master, upon a *statement of facts*, verified by affidavit, in all charities whose income is above 30*l.*, but under 100*l.* per annum.

Before, however, proceeding to consider in detail the constitution of a department for public charities, it will be convenient to bring under review other defects and abuses for which a remedy is required.

It is necessary that provision should be made that the

purpose given; whether in land or money; in whom the same is now vested; the amount in money; and annual produce. To these your Committee would add, the number and names of the present trustees; with whom the title-deeds of any charity are deposited; and how the income is applied.

"With respect to those charities connected with education, it would be desirable to ascertain, among other objects —

"When and by whom the school was founded :

"The original endowment, and present amount of it :

"Whether any subsequent endowments have been made, and by whom, and to what amount :

"Whether these endowments are in land, or otherwise, and where situate :

"Whether there are any existing statutes and ordinances :

"Whether the school is open to the children of the town or parish indefinitely, free of expense, or for a certain number of scholars only, or by place of nativity, or otherwise :

"The number of boys admitted upon the foundation, and how many others are usually educated at the school :

"At what age the boys are admitted, and how long they remain without superannuation :

"The form of admission, and who are the persons that nominate :

"The routine of education prescribed :

"The number of exhibitions, scholarships, or other university advantages, and the amount of each :

"To what colleges boys are usually sent, and the number enjoying such special advantage at each school :

"The master's name, and the number of ushers employed by him, and the salary and emoluments of each respectively :

"Whether the head master takes pupils, and what is the annual charge for the board and education of each boy."

accounts¹ of public charities should be kept in some regular form, and that a certified copy of them should be deposited annually with the Clerk of the County Court, to be open in his office to public inspection, where copies should be procurable at a cheap rate. The accounts thus certified should be periodically transmitted to the Charity Department, and by them laid before Parliament.

In any case in which such audit was, upon due representation, deemed to be incomplete, the Department of Public Charities might have power to direct a special investigation under the warrant of the Privy Council, by an officer empowered to call for all necessary documents, and to take evidence on oath. The result of such inquiries should also be laid before Parliament, and published.

There can be no doubt, that, by such means alone, a large amount of funds now applicable to public education, from small charities, might be recovered from unjust appropriation, from abuse, neglect, or the misuse arising from ignorance or apathy.

Besides the charities bequeathed expressly for the education of the poor, there are others left for the benefit of the poor in general terms, which the Court of Chancery has held to be applicable to education, and which, in the schemes approved by that Court, have frequently been so applied. Not unfrequently such endowments were, in the first instance, small in amount; but, owing to the situation of the property in the vicinity of some thriving town or port, this value has been so greatly augmented as to occasion the greatest embarrassment to the trustees.²

“We have frequently had occasion,”³ say the Commissioners of Inquiry, “in our Reports, to make re-

¹ See First Report of Charity Commission of 1849, p. 4.

² Final General Report, in 32d Report, part i. pp. 4—6.

³ Final General Report, vol. xxxii. part i.

188 *Charities which demoralize and pauperize Parishes.*

marks on the indiscriminate distribution of charities, in sums too small to confer any real benefit, and without any care in the selection of proper objects."

"These remarks have been usually called for with regard to charities left for the poor of any particular district in general terms, no specific application being pointed out by the donor. We have found that the distributors of many of these charities have acted either under the notion that the term "Poor" must necessarily mean every poor person, or from fear of giving offence by exclusion, and have carried their views to such an extent that charities of large amount are sometimes given away in sums less than sixpence. These indiscriminate distributions occasionally create considerable riot and disturbance, and the money received is often expended at public houses in the neighbourhood."

Rather than follow so pernicious a custom, the trustees have transferred the income annually to the churchwardens and overseers in aid of the parish rates. In cases in which this has not been done, some rural parishes have been morally ruined by the mal-administration of such charities. Though huts have accumulated on the common, the rent of cottages has risen to three or four times their value; so that on opposite sides of a road, at the parochial boundary, similar dwellings have let for 2*l.* and 9*l.* per annum, according as they were within the parish or not. In this way the charity operated as a benefit to the owners of cottage property. Bastardy and felony have increased. Beer houses have been multiplied, and the population generally become so corrupt, that the neighbouring clergy and respectable laity have declared the parish to be a public nuisance. Yet without an expensive suit in the Court of Chancery, in which the relator would be exposed to the utmost violence of public odium, if not to the risk of property or life itself, evils so monstrous could not be corrected. When such cases have been brought

before the Court, a scheme has been approved, devoting a large part of the endowment to the education of the poor. It is obvious, however, that unless some public department sustain the responsibility of taking the initiative in such cases, evils of this kind will often pass uncorrected, until they become intolerable.

In other cases a small property may have been left for some use, which, though innocent, may be inconsistent with the appropriation of a greatly increased annual value. Mr. Fearon, secretary to the Charity Commission created in 1849, related to me the following facts:—A tobacconist left a field, with directions that the rental should be held in trust to supply six poor women with snuff at *Barthelemy tide*. The field became valuable building land, and the annual rent increased to a very large amount. To apply such an income to such a use was obviously absurd.

The Commissioners of Inquiry¹ represent that “it would be of great advantage if there were *some competent authority* to direct the application of charities of this description to the purposes of education, or to some other substantial benefit of the poor; and if such charities are disposed of in money, or clothing, or other articles, that such poor as maintain themselves without assistance from the parish rates should be preferred.”

In another case a charity was applicable to various public objects, but the interference of the Attorney-General was required. Imperfectly acquainted with the facts, a person in authority with reference to certain of the institutions aided by this charity, represented that he should insist on a strict and literal adherence to the intentions of the testator. It was observed to him that this might be inconvenient², inasmuch as a body of statutes and ordinances prepared with the consent of the Bishop of the day (Edwin Sandys), and entered

¹ Final General Report, vol. xxxii. part i.

² Commissioners of Inquiry, 26th Report, p. 633.

in the ancient school book, with his signature in token of his concurrence, contained the following ordinance: "VI. Also that the schoolmaster should and might have and take the profits of all such cockfights and potations as are commonly used in schools." These statutes are dated 7th March in the eleventh year of the reign of Queen Elizabeth.

On the class of cases to which this latter example belongs, the Commissioners of Charities remark¹, "We have also to observe on the want of a competent jurisdiction attended with less expense and delay than an application to a Court of Equity, or to Parliament, to vary the directions of the founder, when a strict conformity therewith is impracticable or unsuitable to the altered state of society. The institutions in which the directions of the founder are most obviously unsuited to the present times, are various hospitals established originally for keeping up certain religious or superstitious observances, as well as for the maintenance of a few poor persons. The principal establishments of this description may form a fit subject for the separate consideration of Parliament; but the want of such a jurisdiction as above mentioned is more frequently, and in some respects more strongly, exemplified by the state of the Grammar Schools, in which instruction is limited to the dead languages, or extended to other branches of education, only on terms which exclude such children as were immediate objects of the foundation."² But there are many other cases in which the directions of the founder require attention, or in which schemes for the better administration of the funds, or orders for the correction of evils, in the management of the charity, may be requisite, while the funds are insufficient

¹ Final General Report of the Commissioners of Inquiry concerning Charities, 32nd Report, part vi. pp. 4—6.

² A partial remedy for this evil, as far as it affects the Grammar Schools, has been provided by the Act 3 and 4 Vict. c. 77.

to bear the expense of the proceedings at present necessary for attaining this object."

The remedy for the evils thus described by the Commissioners, consists in the extension of the doctrine of *Cy près*, beyond the limits within which the Court of Chancery could now sanction its application.

The difficulty respecting such extension lies in determining the proper place in which to deposit the necessary power. The waste and mischief arising from the present application of these charitable funds are notorious, and both the Commissioners of Inquiry, and the Committee of the House of Commons have recognized the claims, which the humbler classes have upon these endowments, for the education of their children.

Parliament might not be disposed to confide either to any Court, or to any executive department, such a power to divert from their original purposes the larger charities, though such uses may have become impracticable, obsolete, or pernicious, and though they might be most beneficially applied to education.

But the Department of Public Charities might annually report to Parliament those cases, in which they recommended a departure from the objects of the foundation, greater than that which could be sanctioned in a Court of Equity. The whole circumstances of the present administration of the charity, and the scheme for the future application of its funds, would thus be brought under the immediate cognizance of both Houses, and a Public Act might be brought in, as under the Health of Towns Act, to effect, with the sanction of the Legislature, the proposed changes.

If this were done with the authority of a public department connected with the Privy Council, and represented in both Houses by a Minister of State, there could be no doubt that every such proposal would be the subject of the most searching inquiry and grave deliberation, before it was reported to Parliament, and

when made, would be sustained by the authority of the Government.

With respect to charities under 30*l.* per annum, the application of the income to new and analogous uses, when the original trust had become impracticable or mischievous, might, on the recommendation of the Department of Public Charities, be determined by the Court having jurisdiction over such foundations, or by the Court in the next degree superior.

Much light will be thrown on the nature of the powers with which the Department of Public Charities ought to be clothed, by a brief analysis of the proposals made to Parliament by successive Ministries.

Overlooking for the moment the two short Bills already quoted in preceding notes, by which it was proposed to confer on the Privy Council a limited administrative authority, for the regulation of the smaller charities left expressly for education, our attention is arrested by two measures, both on account of their comprehensiveness, and the difference of the principles on which they were founded, as well as the high¹ authority by which they were sanctioned.

¹ In 1844, Lord Chancellor Lyndhurst introduced a Bill into the House of Lords, "For securing the due Administration of Charitable Trusts in England." This Bill was read a second time on the 22nd July, 1844, but proceeded no further in that session. It was again presented, and read a first time on the 7th April, 1845. It was read a second time on the 22nd May, and referred to a Select Committee of the Lords, who reported in favour of it, with amendments. Having been read a third time on the 30th June, without division, in the Lords, it was read a first time in the Commons on the 1st July, 1845, but proceeded no further. Lord Lyndhurst's third Bill was read a first time in the House of Lords on the 19th February, 1846, and was lost by a majority of two on the second reading in the House of Lords.

Lord Chancellor Cottenham introduced, in 1847, a Bill to incorporate the treasurers of County Courts, and to enable trustees of all charities to apply to those Courts for an order vesting the property in such treasurers. Nothing was done on this Bill.

It was followed by the Bills of 1848, 1849, and 1850, all brought in either by, or under the sanction of Lord Cottenham; but they made little progress.

The last was read a first time in the House of Commons on February 8th, 1850, and a second time on April 9th, and committed. It was discussed in

One of these measures was introduced by Lord Lyndhurst, with various modifications, in the successive Sessions of 1844, 1845, and 1846; and the other by Lord Cottenham, in 1847, 1848, 1849, and 1850: but they failed to pass into law.

They both aimed to afford the largest amount of relief to the smaller charities. By Lord Lyndhurst's Bill of 1846, the Commissioners were to have jurisdiction in cases of charities with incomes not exceeding 100*l.* per annum. Lord Cottenham's Bill gave a summary jurisdiction to Masters in Chancery, for the administration of charities with revenues exceeding 30*l.*, and not exceeding 100*l.*; and to County Courts, for those whose incomes did not exceed 30*l.* per annum.

Both attempted to break down the excessive centralization and ruinous expensiveness of the present remedies for abuses, by creating a jurisdiction with summary powers capable of acting locally. For the small charities, any measure short of this would perpetuate a denial of justice. Lord Lyndhurst's third Bill created, for this purpose, a Board of three Commissioners, to be appointed by the Lord Chancellor, who was also to appoint two Inspectors of Charities. It was the obvious intention of this measure, that the Inspectors should be employed in the majority of the necessary examinations, and that, on their report, and on correspondence with the parties locally interested, the Commissioners should issue their orders.

But on receiving information of abuse in any charity not exceeding 100*l.* per annum, the Commissioners might hold a Court in the neighbourhood, cite before them any officers of the trust and other persons, and on their evidence (s. 23.) on oath (s. 24.) issue such order

a Committee of the whole House, on the 20th June, 1850, and read a third time on the 25th July. In the House of Lords the Bill was read a first time on the 29th July, and was withdrawn by Lord Brougham (by what authority does not appear) on the 5th August, 1850, on account of the advanced period of the session.

as they might think fit thereon, for the payment of money belonging to the charity into the hands of a receiver or trustee, or for the future management of the estate, or to establish, with the consent of the special visitor, a scheme for the application of the revenues. Their order was to be final and conclusive, and not subject to any review, unless the Commissioners should think fit to rehear it, which they might do within two months of their first decision. (s. 19.)

In such smaller charities, they might remove trustees (s. 14.) and appoint others (s. 13.); and if it should appear to the Commissioners, that the property could not be applied according to the intention of the donor (s. 19.), they might, with the consent of the special visitor, if any (or in Church of England charities having no visitor, with the concurrence of the Bishop), settle a scheme for the application of the funds to any such charitable purpose as they might think fit.

Besides these summary powers, with respect to charities whose income did not exceed 100*l.* per annum, the Commissioners were to exercise certain general powers affecting all charities.

They might authorize the sale, mortgage, or exchange of charity lands, or the grant of building leases, or of leases of mines, which were to be valid for all purposes. Mr. Senior¹ remarks that this power would extend to one fiftieth of the cultivated land of England; but the need of such a power for so vast an amount of property, is surely one of the strongest arguments for the existence of a department authorized to exercise it at little cost.

The accounts of charities were to be kept in such form as might be determined by the Commissioners (s. 52.); statements of receipt and expenditure were to be annually transmitted to them (s. 53.); copies of all

¹ Edinburgh Review, "Administration of Charitable Trusts."

conveyances executed after the passing of the Act were to be sent to them for registration (s. 56.); and they might require copies of previous muniments. All such documents were to be open to inspection. Trustees were to be indemnified for all acts done under order of the Commissioners. (s. 58.)

They were also to have power to appoint an additional number of trustees for the management of municipal charities, and in other subordinate matters which it is not necessary to particularize.

Lord Cottenham's Bill of 1850 would have created, as has been said; a summary jurisdiction in the Masters in Chancery, for the administration of charities with incomes exceeding 30*l.* and not exceeding 100*l.*; and a jurisdiction in the County Courts, for those with incomes not exceeding 30*l.*

The orders of the Masters were to be final, and without appeal; but the orders of the County Courts were to be subject to appeal, provided that security were given by the appellant for the costs, to the satisfaction of the Judge who had made the order, and by whom the appeal was granted. Such appeals, therefore, in small charities, would seldom have been undertaken.

The Masters were to proceed upon petition; and they might, by special reports or orders, raise any questions of doubt, and obtain the opinion of the Court of Chancery, in a cheap and summary way.

The Judges of the County Courts were to have jurisdiction, upon application in writing from any person so authorized under the Act: they could not vary any order of the Court of Chancery; and before issuing any order, or approving a scheme, the particulars were to be sent to the Attorney-General.

Notice, by advertisement, was to be given, before any scheme should be approved; and where any application

to a County Court related to the removal or appointment of a trustee, or settling a scheme, if any trustee gave notice of his desire that the matter should be heard by a Master in Chancery, the Judge of the County Court was to proceed no further.

Orders of County Courts might be rescinded, or varied by the same Court, but were to be final and without appeal, excepting as was provided in the Act. Persons aggrieved might, within seven days after issue of the order, give notice of appeal to the Court of Chancery, which was to be allowed, if the appellant became bound with two sureties for the payment of costs.

The lands of any charity having no trustees, might be vested by the order of the Court of Chancery, the Master, or the County Court (as the case might be), in the treasurer of the County Court; but the County Courts were not to try titles.

The Judge of a County Court, in the case of trustees holding money belonging to a charity subject to his jurisdiction, or on the application of a person in charge of charitable funds, whether subject to his jurisdiction or not, might order the payment of such monies to the treasurer of the County Court, whose receipt was to be a discharge.

The treasurers of the County Courts were incorporated for the purpose of taking, holding, and transferring property, under the Act, as bare trustees, but they could not interfere in its management.

The Lord Chancellor and the Judges in Equity might make orders regulating proceedings in County Courts.

The existing Charity Commission was appointed under the Sign Manual, on the 18th September, 1849, "to inquire into those cases which were investigated, and reported upon by the former Charity Commissioners, but not certified to the Attorney-General, and to report what proceedings, if any, should be taken

thereupon." It is unpaid, and has only one officer, who is honorary.

Their inquiries soon satisfied them that the old abuses still exist to a very wide extent, and that there are no sufficient means by which they can be effectually remedied. They were led to the conclusion, that these evils could only be cured by the establishment, under legislative authority, of a public and permanent power, which should be charged with the duty of supervising all these charitable trusts. They made their first Report to the Crown on the 25th March, 1850; which was laid before Parliament in that Session, and printed.

In this Report, they gave a brief outline of some of the provisions which they considered desirable in an enactment, then recommended by them.

A Bill was prepared in accordance with these suggestions, and submitted both to the law officers of the Crown, to the Home Secretary, to the Lord Chancellor, and to the then Vice Chancellor Sir George Turner.

The Second Report of the Commissioners, in which they state that they had prepared a Bill and submitted it to the Government, is dated the 29th May, 1851; shortly after which period it was laid before both Houses of Parliament, and printed.

This Report contains a synopsis of certain cases which had come under the notice of the Commissioners, illustrating the defects and abuses for which a remedy was required. This synopsis is printed for the information of the reader, in Appendix E.

The Bill thus prepared was presented, and read a first time, in the House of Lords on the 2nd June, 1851. It was read a second time, without opposition, on the 26th June, when it received the support of Lord Brougham and Lord Derby. It was then referred to a Select Committee of twenty-four Peers, which sat nine days. The third reading passed with no division, and with little opposition. It went down to the Commons, and was read a first time on the 31st July; but the

Session being then almost at an end, no attempt was made to proceed further with it.

The Bill, as presented by the Commissioners in the Session of 1852, differs in no important particular from the Bill sent down to the Commons in the Session of 1851. It was read a first time on the 20th February, a second time on the 15th March, and then referred to a Committee of the whole House on the 26th: when, on the Attorney-General (Sir F. Thesiger) moving that Mr. Speaker leave the chair, and making his statement of the case, the House went into Committee on the Bill; but, owing to the peculiar circumstances of this Session, the measure made no further progress.

In order that the reader may be in possession of the whole of the steps by which successive Administrations, and Commissions informed by the Committees and the discussions of Parliament, have approached the solution of this great question, I have appended¹ an abstract of

¹ I am indebted to Mr. Fearn, the secretary to the Charity Commission, for the following abstract of their Bill:—

1st.—The proposed Commission, and its Powers.

There are to be not less than five Commissioners to be appointed by the Lord Chancellor (who are incorporated), with a secretary, treasurer, and clerks. Three Commissioners to be a quorum. Two only of the Commissioners are to be, in the first instance, paid; but power is given to the Lord Chancellor to appoint a third paid Commissioner, if circumstances require, and the fund is sufficient. The first paid Commissioner's salary to be not exceeding 2000*l.*, that of the second paid Commissioner not exceeding 1200*l.*, and of the third, if appointed, the same as the second. The secretary's salary not exceeding 800*l.*, that of the treasurer not exceeding 700*l.* The whole of these salaries, and other expenses of the Commission, to be paid out of a fund to be raised by a tax on the charities, as after-mentioned.

The Commissioners are to inquire into the condition and management of all charities in England and Wales.

They are also to entertain applications from trustees and others, for their *opinion and advice*; and persons acting on their opinion and advice are indemnified; but power is given for enabling persons to obtain a judicial revision, where advice of Commissioners has been given.

For giving effect to the inquiries of the Commissioners, they are invested with powers of compelling the attendance of witnesses, examining *on oath*, &c.

Whenever the Commissioners consider it desirable that legal proceedings

the Bill presented to Parliament by the Charity Commission of 1849.

should be taken with respect to any charity, they are empowered to certify the case to the Attorney-General, in order that he may take such proceedings as he may consider necessary.

By a subsequent provision (s. 60.), power is given to the Attorney-General to petition under the Romilly Act; and (by s. 61.), if any proceedings taken by the Attorney-General, on the certificate of the Commissioners, be substantially unsuccessful, the Courts are empowered to award costs to the parties proceeded against, such costs to be paid by the treasurer out of the funds of the Charity Commission.

As a fund for defraying the expenses of the Commission, the Bill imposes a charge not exceeding twopence in the pound on the gross annual income of every charity which amounts to 10*l.* in annual value, with a proviso limiting the maximum annual amount, to be paid by any one charity to 50*l.*; and particular endowments belonging to one charity, are to be treated, for the purpose of assessment, as part of the general endowment.

N.B. It has been calculated that such an assessment will produce the annual sum of 8500*l.* at least.

Provisions as to management of the fund. — An important alteration of the law is proposed to be effected by sections 27., 28., and 29., by providing that no proceedings as to any charity shall be taken in the Court of Chancery [or in a District Court of Bankruptcy, County Court, or before a Master], except by the Attorney-General, acting *ex officio*, without notice being previously given to the Commissioners, and without their certificate being obtained allowing such proceedings. This provision will tend materially to obviate the mischievous tendency and effects of relators' suits.

Receipts for money payable under the Act are to be free of stamp duty. The correspondence, &c. of the Commissioners is to be free of postage; their accounts are to be audited, and they are to report annually to Parliament.

2nd.—The summary Jurisdiction for the smaller Charities.

Where charities whose gross annual income exceeds 30*l.* and does not exceed 100*l.* require relief, and such relief can now be obtained in the Court of Chancery, powers are given to proceed before the Master in Chancery in rotation, upon a statement of facts verified by affidavit.

In similar cases of charities whose gross annual income does not exceed 30*l.*, powers are given to proceed in the District Courts of Bankruptcy and County Courts, subject, however, to the control of the Charity Commissioners, who may direct which Court shall have jurisdiction, and may also direct any such case to be taken before a higher tribunal in the first instance.

And as to new schemes, or the removal or appointment of trustees, the decision of the District Court of Bankruptcy or County Court Judge is not to be valid until confirmed by the Commissioners, and public notice is to be given before application to Court.

A right of appeal, with the sanction of the Charity Commissioners, is given against the decision of the Master, District Court of Bankruptcy, or County Court Judge.

200 *Facilities and Powers for Regulation of Charities.*

I avoid introducing an account of these provisions into the text; because as I freely avail myself of them in the suggestions which are offered in succeeding pages, respecting an enactment in part founded upon them, and

When the trustees of any charity, not exceeding 30*l.* in annual value, cannot be discovered, the dry legal estate may be vested in the Charity Commissioners by an order of the Court having jurisdiction.

The Lord Chancellor is empowered to make orders for regulating the proceedings before the Master, or in the District Courts of Bankruptcy or County Courts under the Act.

There are special provisions declaring that trustees of charities, for the exclusive benefit of persons of particular religions, shall be of the same religion; reserving the rights of the Church of England as they now exist, by construction of law with reference to charities, for the exclusive or special benefit of members of the same church. That no powers of application *cy près* shall be given by this Act, except such as can now be exercised by the Court of Chancery.

3rd.—Further Facilities and Powers for the Regulation and Management of Charities in general.

Trustees are required to make out and deliver a statement of their accounts annually to the Clerk of the nearest County Court, where such accounts are to be open to public inspection; and also to send a duplicate or copy of such statement to the Charity Commissioners.

Provisions are also contained in the Bill,
For facilitating the sale and exchange of charity lands, and
Redemption of rents charged on such lands.
For vesting the legal estate in the trustees of any charity appointed by the order of any Court, and in municipal trustees without any conveyance.
Giving facilities for obtaining the sanction of the Court of Chancery for granting building leases, working mines, doing repairs, &c. with respect to charity property; as also
For compromising claims on behalf of a charity, and
For amalgamating charities of a similar nature in one place.
The existing rights of special visitors are reserved.

The Universities of Oxford and Cambridge, the University of Durham and their Colleges, and all Cathedral and Collegiate Churches, The British Museum, Friendly and Benefit Societies, and Savings' Banks, and Institutions supported wholly by voluntary contributions, are exempted from the operation of the Act, as also are Institutions supported partly by endowment and partly by voluntary contributions, so far as relates to the latter.

Interpretation Clause defines Charity to mean every Endowed Foundation and Institution taking, or to take effect in England or Wales, and coming within the meaning, proviso, or interpretation of the statute of 43 Eliz. cap. 4., or as to which, or the revenues or property whereof, the Court of Chancery has or may exercise jurisdiction. Gross annual income to mean all rents, profits, fines, premium, interest, dividends, and payments which shall arise from any endowment of such charity.

on the plans embodied in Lord Lyndhurst's and Lord Cottenham's measures, I should thus fall into useless repetition.

My own experience and inquiries in relation to charitable trusts, though they were extended over several years, would not have justified me in presenting these proposals for discussion had they not been suggested by the discussions in Parliament on Lord Lyndhurst's and Lord Cottenham's Bills, and the results of the deliberations of the Charity Commission of 1849, as embodied in their two Reports. Nor am I less indebted to the collection of facts appended to their Report and to the provisions of the Bill presented by them in 1852.

The objects sought to be attained by these three Bills were, to render justice in the administration of charitable trusts more public, cheap, sure, and accessible. *First*, by localizing the jurisdiction; *secondly*, by giving summary power over the smaller charities; and *thirdly*, by diffusing the expense over the whole of the charitable revenues. In these objects the three measures agreed; but the Bill of 1852, presented by the Charity Commission of 1849, separated the functions of inquiry and deliberation from the contentious jurisdiction, to which they were in part ancillary.

Under Lord Lyndhurst's Bill the powers which the Act of 1601 confided to the Court of Chancery to issue Commissions for local inquiry in abuses—to hold local Courts—to try causes—and to make decrees, were revived with respect to charities under 100*l.*, but they were conferred on a separate Commission, and the appeal to the Court was withdrawn.

These powers in the Act of 1601 emanated directly from the Court of Chancery, and were delegations of its authority each *pro hac vice*. The Court was therefore represented in the Commissions. Its authority was not likely to be impaired even by the errors of its delegates, for the decrees of the Commissioners could be overruled, on complaint, by the Lord Chancellor. Their execution

was insured by the full exercise of the powers of the Court of Chancery. Now, this I consider to be a very different thing from the concentration in a separate Commission of judicial and administrative authority, without any power of review in a superior Court. A Commission so constituted could not sustain the burthen of responsibility which it would have to bear. It would lack dignity and authority, and would by the excess of its power be liable to fall into one of two extremes; viz., either into abuse from improper vigour; or, which is more probable and more hopeless, to become useless from excessive caution. On the other hand, the expense of appeals to the Court would again be fatal to any scheme.

Under Lord Cottenham's Bill, the general judicial regulation of charities under 30*l.* per annum was transferred from the Court of Chancery to the County Courts; and of trusts whose incomes were above 30*l.* but under 100*l.* per annum, to the Masters in Chancery. The jurisdiction was localized, therefore, only for the smaller charities under 30*l.*, and even the cheapness of the proceedings in this class of cases was diminished, by the necessary reference to the Attorney-General; and if the powers of appeal were not illusory, by the appeal to the Master. The summary powers given to the Masters might have been modified by making one of them a Judge in Charities, and directing that he should make a sufficient number of circuits annually, to hold Courts at or near the parishes in which the causes originated, with power to try and determine suits summarily, according to forms of procedure to be regulated by the Lord Chancellor's orders. The expenses of such suits to charities between 30*l.* and 100*l.* per annum, would thus have been greatly reduced; for before the Master in London four sets of solicitors would still have been required, and delays would have been caused by imperfect instructions to distant agents; whereas, a local Court could inform itself on the spot, by one set of agents, and could thus more certainly,

promptly, and cheaply administer the correction required for abuses. The chief remedies for acknowledged evils, proposed in these two Bills, appear capable of combination, provided arrangements be made for the separation of the administrative from the contentious jurisdiction, as proposed in the measure laid before Parliament in 1852.

Thus, the Commission intended to be established by Lord Lyndhurst's Bill, stripped of all judicial authority, might be clothed with the contemplated powers of inquiry, and, by its preliminary investigation, render more efficacious the summary jurisdiction of the County and Bankruptcy Courts; and more cheap and prompt than that of the Masters in Chancery, by enabling them to proceed on statements of facts prepared without expense to the charity.

But there are very obvious objections to the jurisdiction of these Courts over Charitable Endowments. The Judges of the County Courts are, for the most part, quite untrained in the law or practice of Courts of Equity. The causes ordinarily brought before them, do not correct this want of experience; but rather add to the force of the objection, by creating a tendency to a rapid and summary mode of dispensing justice, little consonant with that calm deliberation and judicial tone which would be required in the adjudication of Charity suits. Moreover, their time is much occupied. The causes of Charitable Endowments could not well be heard in the midst of the ordinary business of the Court. They could only, therefore, be adjudicated in the intervals between such sittings, and hence would arise delay, hurry, and confusion. The fact that the Judges have permanent districts, is also unfavourable to their having judicial authority over Charities within their counties; for they might be embarrassed by social and other influences, or at least liable to the suspicion of such impediments, which would be almost equally injurious to their authority.

204 *Two Classes of Charities to be administered.*

The Masters in Chancery are already reduced in number, and their offices are gradually to be abolished, so that they would be no longer available for the functions contemplated in these measures. The jurisdiction which the Masters in Chancery were to exercise over a certain class of charities, would also be more effectual, as well as cheaper, if it were confided to a competent local Court.

Before attempting to show how these powers might be harmoniously combined, and such a competent local Court be enabled to work concurrently with a Department clothed with administrative powers only, it is convenient to divide the Public Charities into two classes.

First. Those, the income of which being under 200*l.* per annum, ought to be protected, both from all the expenses of preliminary investigation, and from those attendant on litigation in a remote Court.

These charities might be placed under the summary jurisdiction of a competent local Court, but with the precautions hereafter described.

Secondly. The foundations whose incomes exceed 200*l.* These more wealthy endowments might, in graver suits, prefer the jurisdiction of the Court of Chancery. The trustees of charities whose income exceeded 200*l.* per annum, should therefore be at liberty to determine, whether suits affecting them should be settled by the Court of Chancery, or in a summary manner, and according to the forms of procedure in the special Court of Charities referred to.

For the administration of public charities, it is expedient that a department should be created, so connected with the Executive Government, as to derive from it the largest amount of authority ; but exercising functions separate from those of the judicial control and regulation of charitable funds, which should be confided to Courts exercising an independent power.

Before attempting to define the limits of the separate

action of the judicial and administrative power, it is desirable to describe the constitution of each.

The *Board of Public Charities* might, by the precedent of the Board of Trade and of that of Education, consist of a Committee of the Privy Council, presiding over a department acting separately from that of Public Education; but in order to ensure the concurrent action of these two offices, the Lord President should have authority over them, and should represent both in the House of Lords.

One Committee would likewise constitute the Council and controlling power of both departments.

The *Committee of Public Education and Charities* would consist of Ministers of State, to be summoned on all occasions when any General Minutes or regulations were to be prepared for submission to Parliament, and to approve all official appointments.

The Lord Chancellor should henceforth be, *ex officio*, a member of the Committee, and on his sole authority, prepare and issue all rules, regulations, forms of procedure, and tables of fees required for charity suits, in the Courts of the Judges in Charities hereafter described.

A Vice-President of the Committee of Public Education and Charities, for the most part representing it in the House of Commons, should assist the Lord President in superintending all executive details, and connecting, by a harmonious administration, the two departments. He would have charge of the office, and thus connect the executive with the deliberative functions.

The Office of Public Charities would comprise two secretaries, of high position and long experience in the legal profession. Only barristers of twelve years' standing should be eligible. They should have charge of the administrative details of the department.

Two or more Inspectors of Charities would also be required, who should be barristers of at least five years' standing.

In special inquiries, either of the secretaries should be empowered, under the warrant of the Privy Council, to exercise the functions of an Inspector, either alone, or in conjunction with one or more of them.

For the decision of causes relating to the second class of endowments, at least two *Judges in Charities* should be appointed by the Lord Chancellor, either from amongst the Judges who have presided over English or Indian Courts, or from barristers of fifteen years' standing. They should make such circuits, and hold Courts at such places, as should be directed by Her Majesty in Council, to hear causes for the better regulation and management of charities of the first class, and for other questions lawfully referable to them.

All suits relating to charities under 200l. per annum would thus be determined by the Judges in Charities.

All the proceedings of the department, whether tending to a judicial decision, or consisting in the exercise of the powers with which it might be clothed independently of the Courts, should be regulated by *General Minutes of the Committee of Privy Council*, signed by the President and Vice-President, countersigned in token of approval by the Lord Chancellor, and presented to Parliament within one month if sitting. Such General Minutes should define, in the least technical form, the whole course of procedure to be adopted in every matter capable of being brought under the cognizance of the department, so as to render it intelligible to non-professional readers, and to afford security to the interests of all parties at the least expense.

An admirable body of General Rules¹, issued by the Court for the sale and transfer of incumbered estates in Ireland, forms a precedent for such General Minutes,

¹ Copy of General Rules under 12 and 13 Vict. c. 77., dated 18th Oct. 1849. Ordered by the House of Commons to be printed, 20th Feb. 1850.

and the working of these Rules a complete justification for them.

The Committee of Privy Council might direct, in any cause, that it should proceed *without any preliminary investigation*; and in such suits the evidence should, after due public notice, be heard *vivâ voce* in the Court of a Judge in Charities, and the question determined summarily.

In this way all the more trivial and merely formal matters, in which a preliminary investigation by an Inspector would occasion a needless expenditure of time and money, would be settled without appeal.

That Lord Lyndhurst's and Lord Cottenham's Bills made no effort to *separate the administrative from the contentious jurisdiction* was a cardinal defect. The Commission under Lord Lyndhurst's Bill, and the County Courts or the Master in Chancery in Lord Cottenham's measure, were to absorb in the judicial authority all other powers.¹

But, with the exceptions just now stated, an inquiry into alleged abuses, defects, and disabilities, might usefully precede judicial control, both in order to save expense to the foundation, and to prevent the waste of time by the consideration of irrelevant matter. In some cases involving personal character, the complainants might be required to establish a *primâ facie* case with the Department, before the cause was allowed to appear in open Court. The proceedings in such causes would resemble the preliminary Commissions issued by the Ordinary, to examine complaints affecting the character of Clerks. Statements of facts, with evidence prepared by inspectors, might be submitted to the Judge in Charities, in all suits affecting charities of the first class, which information should be received as sufficient evidence, unless on petition a warrant was

¹ On the separation of the administrative and contentious jurisdictions, see some able and lucid remarks in Mr. Roundell Palmer's speech on Lord Cottenham's Bill, April 9th, 1850.—Hansard, vol. 108. p. 118.

issued by the Privy Council authorizing the Court to receive further oral testimony. Such warrants should always be issued where security was given for the payment of the costs.

Whenever any cause was decided in its main features contrary to the Report of the department, and evidence had been presented under the above warrant, the Judge should award such costs as he might think fit, to be paid by the department.

Moreover, in all cases whatever, the Judge in Charities should, at his own discretion, make any personal visitation of the charity, and receive and call for such further evidence, *vivâ voce*, as he might think fit.

It might be open to the majority of the trustees of charities of the second class to adopt this course, in any suit, by petition to the Privy Council, and under its warrant.

Such preliminary inquiries might even supersede the need of a judicial decree in charities of the first class, and they should be indemnified for all acts done with the sanction of the Committee of Privy Council, until the report and advice were set aside upon an appeal to be granted in such cases to persons interested, and giving security for the payment of the costs. The appeal in such cases should be tried by the Judge in Charities, upon written statements from the adverse party, which should be submitted in the first place to the Department of Public Charities, and, with their reply, laid before the Court.

When new schemes were required in charities of the first class, evidence would be collected by the Inspectors, and submitted, with proposals, to the department by which the scheme would be prepared.

A copy of this scheme, and the statement of facts on which it was founded, would then be submitted to the trustees, and another deposited in proper custody locally. An advertisement, or public notice on the doors of the churches and chapels, would make known

that all parties interested might read, and take or procure copies of the scheme, &c. at a low rate of charge.

Any counter-statements might then be submitted to the department, which might direct further inquiry if it saw fit. These preliminaries completed without expense to the charity, public notice would be given of the day on which the scheme would be submitted to the Court; and the statements and counter-statements having been read, with the replies thereto, the Judge might personally examine such of the witnesses or receive such further evidence as he might think fit to call before him, and then summarily decide the cause.

But if the scheme were not adopted, in whole or in part, the department should be at liberty to submit it, with the evidence, to a Court of Conference, consisting of all the Judges in Charities, being liable to such costs as the Judges in conference should award, if the plan were not in its material parts adopted.

Upon a like Report, the Courts should be empowered *to appoint or remove trustees; consolidate under one management, or for one object, small charities, and especially lands and funds left for education; and to enable charities, by an extension of their schemes of instruction, to obtain grants from Government.*

The department should have power *to originate inquiries*; but it should also be *required to attend to requisitions*, signed by a certain number of inhabitants, or of parties locally interested in the good management of any charity.

Such powers of inquiry are not to be regarded as vexatious. No trustees of public charities ought to have any thing to conceal. They have no private but only public rights to protect, and publicity has ever been found the most effectual check on mismanagement and abuse. Parliament on three successive occasions enlarged the powers of the Commissioners of Inquiry, thus opening to their investigations classes of charities which had not previously been within the scope of their

authority. Moreover, such powers of inquiry are not associated with a judicial authority residing in the same functionaries. The inquiry is conducted by a public department, subject to the control of Parliament, but for the information of an independent Court of Justice, and of the locality, as well as of Parliament itself, in all cases in which the evidence may be submitted or called for.

The Department of Public Charities, should, however, have power, under a warrant of the Lord President, to *direct that any cause of a charity belonging to the first class, should be brought into the Court of Chancery.*

Moreover, any Judge in Charities should have power to obtain a decision of the Court of Conference, or of the Court of Chancery, in a summary way and with the least expense, on any point of law which he might think fit to submit.

If parties interested in the management of any charity, on which a decision had been given by a Judge in Charities, felt themselves aggrieved by such decree, they should be at liberty within two months to petition the Privy Council, for a re-hearing of the cause in a superior Court. On the receipt of such petition, the Department of Public Charities might make such inquiry, and report thereon as they might think fit; and if the Committee of Public Charities recommended that the cause should be re-heard, the *warrant of the Privy Council might be issued, directing it to be heard, in whole or in part, by the Judges of Charities sitting in Conference*, according to the forms of procedure there to be observed, provided security for the costs were given by the appellants.

Such being the special jurisdiction of the Courts, and the power of the Department of Public Charities with respect to the first class of endowments, it is desirable to describe what would be the *general powers of the Committee of Public Charities.*

It should have *authority to investigate* the condition of the funds and estates, and their management and ap-

plication, in all charities in England and Wales; to cite persons and call for papers; to take evidence on oath; to examine muniments and records; to inspect premises; survey lands and mines; and to delegate those powers to their Inspectors.

Nor does it seem expedient to limit to the smaller charities the *indemnity to trustees, who may seek the advice of the department, and who may determine to be guided by it*. In all such cases, however, the evidence prepared by the Inspectors, on which such advice is founded, should be formally embodied in a statement of facts, and the advice in that of a *provisional order*, issued under the hand and seal of the Lord President.

This statement of facts and order should be liable to be brought into Court, and the operation of the order to be suspended by a petition (to the Court having jurisdiction) either from a certain proportion of the trustees, or of persons interested in the administration of the charity; provided that security were given by the appellants for the costs: that proceedings were prosecuted on such petition, within a limited period from its presentation, and with due diligence.

No suits or proceedings with respect to any charities should be undertaken, otherwise than on information ex officio from the Attorney-General, without the certificate of the Lord President; but in any case in which such suits were prevented, the department should report to Parliament the facts, within two months if then sitting, or within one month after its next meeting, if then in recess. Whenever the Committee should deem it desirable that legal proceedings should be instituted in any charity of the second class, the Lord President should certify the case formally to the Attorney-General, in order that he might proceed as he might think fit. Whenever the trustees in such case should petition the Committee of Privy Council, that the suit should be permitted to proceed in the Court of a Judge in Charities, and the Department might think it expedient, a warrant might

be issued under the hand and seal of the Lord President accordingly. But if any suit undertaken on the above certificate of the Lord President were unsuccessful in its main objects, the Court in which the cause was tried should be empowered to award costs, to be paid out of the funds of the Department of Public Charities.

An officer should be appointed, to be called the Treasurer of Public Charities, for the purpose of taking, holding, and transferring property belonging to charities, acting as the bare trustee of the legal estate, but without any power of interference in its management. The funds of public charities might thus be held in the bank, in the name of the treasurer, and he might, as a corporation sole, hold lands and other hereditaments, when there were not trustees, or when it was necessary or desirable to separate the management from the legal estate. This office might, perhaps, be held by the Chief Secretary of the Department.

Powers (proposed to be given in Lord Cottenham's Bill) might be conferred on the Judges in Charities, to vest (on the Report of the department) the lands of any endowment having no trustees in the treasurer of public charities.

On a like Report, the Judges having jurisdiction over any charity of the first or second class, might order the payment of funds to the treasurer for their better security.

Lord Cottenham's Bill extended this power to the cases of all charities, whether subject to the summary jurisdiction or not, provided application were made by a person holding the charitable funds. If such application were made to the Department of Public Charities, and supported by their Report, to the Court having jurisdiction, it is difficult to see why the powers should not be exercised.

The Department of Public Charities might also afford means for the regulation of all Charities.

Among its powers might be that of issuing orders,

as to the form in which the accounts of the receipt and expenditure of all charities should be kept; requiring that periodical statements of the income and expenditure, according to a form prescribed, should be furnished to the Clerk of the nearest County Court; that such statements should be open to inspection; and that copies of them should be given at a low charge.

Moreover, that, as often as should appear expedient, returns of the income and expenditure should be made to the department, to be printed and laid before Parliament.

The general powers of inquiry would enable the department, either on petition or on their own motion, to direct *a special audit of accounts*, not merely to ascertain whether they could be substantiated by vouchers, but whether they were in accordance with the Statutes of the foundation, the intentions of the founder, or otherwise sanctioned by useful and ancient custom.

The plan of leasing for lives or for long terms, renewable upon the payment of fines, obtains among the estates of public charities, as in those of the Church. The Episcopal and Capitular Revenues' Commissioners report¹, "with reference to the terms upon which renewals of leases are effected;" "that the Church realizes ordinarily from one fourth to one third only of the rack-rental value of its estates, the remainder being in the hands of the lessees; and that the fines are calculated, so as to allow the lessees a return varying from five to ten per cent. There is little doubt that, under a different plan of management, the estates might be made to produce a much larger income for the Church, and at the same time be held upon a tenure more acceptable to the lessees." A select Committee of the House of Lords, in the session of 1851, accordingly made

¹ Appointed 8th January, 1849. Reported 31st January, 1850. Ordered to be printed 5th February, 1850.—No. 15.

recommendations¹, on which an Act to facilitate the management and improvement of Episcopal and Capitular Estates was founded. The principal recommendations of the Committee for the termination of this mode of leasing would require modification, in their application to charities of a moderate extent; but if the principle be found upon experience to be accurate, it would prove an important guide to similar transactions, in the estates of public endowments.

To make such improvements, *powers resembling those given to the Church Estates Commissioners by the (14 & 15 Victoria, c. 104.) "Act to facilitate the Management and Improvement of Episcopal and Capitular Estates," should be conferred on the Department of Public Charities.* If this were done, trustees would be enabled, with the approval of the department, to sell, enfranchise, or exchange charity lands, or to purchase the interests of their lessees. The rights of all parties would be protected by the provisos affecting the exercise of such power, and the interests of the charity secured by the directions given for the investment of monies arising from the sale. These might include the purchase of lands necessary to the beneficial management of the charity estate, and especially of necessary mining privileges—the repair of dilapidations—the enclosure or drainage of lands—the purchase of the interests of lessees,—or a mortgage on lands sold, or on other property, or the purchase of stock, &c. With the like consent, more extensive powers might be given to trustees to grant leases of mines, quarries, &c.; but the powers of granting leases of farms should be defined as in the ninth section of the Episcopal and Capitular Estates Management Act. In like manner, trustees should be enabled, with the consent of the department, to compromise claims on charity funds; to settle disputes as to boundaries, rights of way, water, mining

¹ Ordered to be printed 22nd July, 1851.—No. 123.

privileges, &c. Trustees of charities, with the like consent, might sell rent-charges to the owners of estates; and for that purpose clauses might be enacted, enabling those holding the legal estate during a minority, or in settled property, or during the lunacy or other incapacity of the person having the beneficial interest, to purchase such incumbrances at a valuation to be sanctioned by the Lord President.

The department might also *approve and register the vesting of lands and funds in new trustees without a formal conveyance*. For this purpose, the office of the department should be constituted *a legal place of deposit and registry for deeds and conveyances*; and the Lord Chancellor should regulate by his order the forms of registration of muniments, and the measures to be taken for their safe custody, and for the registration of conveyances to new trustees. It should be lawful for any trustees to deposit their deeds and muniments with the department, or copies thereof.

No trustees should be empowered to exercise any of their functions, after due notice, until they had deposited a list of their muniments, and of all estates, lands, houses, and stock in the funds, rent-charges, mortgages, bonds, or other securities, and property possessed by the trust, together with the names, designations, and addresses of the trustees, and of the person or persons having custody of the muniments. Whenever any new trustees were appointed, information should be given to the office of their names, &c.

Proceedings for the removal of superannuated, incompetent, negligent, or immoral Teachers, might be either commenced by petition to the department from persons interested, or undertaken with consent of the trustees, or at their request. In these cases, the inquiry should be directed to ascertain, whether there was a *prima facie* case for presentation to the Court. For this purpose, evidence should be taken on oath, in the presence of the

Master, if willing to attend, who should be allowed to cross-examine the witnesses by himself or his attorney, and such further investigation made as might be necessary. If the department were of opinion that a *prima facie* case was made out, this evidence should be laid before the Judge in Charities, who should hold a local Court to hear and try the cause, with the aid of a jury, when sought by the Master. But, in case of a decision that the Teacher should be removed, it should be competent to the Judge, if in his discretion he should so think fit, with the concurrence of the Committee of the Privy Council, to settle such annual pension or other compensation from the funds of the charity as he might think fit. Provided that, if the Master should prefer that the matter should be decided without a trial in open Court, it should be competent for the department, on receiving a petition from him to that effect, to receive evidence on oath, and to prepare a statement of facts, with a report, counter-statements, and a reply, as in other cases, to be laid before the Judge in Charities (without publicity), who should signify his decision thereon in writing, and, in that case, without appeal.

Facilities should also be given to trustees to recover, by a summary process, premises held over by Masters dismissed, or ceasing to hold office, as well as for the recovery of small tenements and closes of land in like manner from tenants.

Any Master feeling himself aggrieved by the judgment of the Court, upon a public hearing of the cause, should, upon giving satisfactory security for the costs, be entitled to move that a copy of the evidence be laid before the Court of Chancery for a summary decision thereon.

The "Act¹ for improving the Condition and extend-

¹ The objects of this statute are fully and clearly set forth in its declaratory clause as follows:—

"Whereas there are in England and Wales many endowed schools, both

ing the Benefits of Grammar Schools" (3 & 4 Victoria, c. 77.) has remained to a great degree inoperative.

of royal and private foundation, for the education of boys or youth wholly or principally in Grammar; and the term 'Grammar' has been construed by Courts of Equity as having reference only to the dead languages, that is to say, Greek and Latin: And whereas such education, at the period when such schools, or the greater part, were founded, was supposed not only to be sufficient to qualify boys or youth for admission to the Universities, with a view to the learned professions, but also necessary for preparing them for the superior trades and mercantile business: And whereas from the change of times and other causes, such education, without instruction in other branches of literature and science, is now of less value to those who are entitled to avail themselves of such charitable foundations, whereby such schools have, in many instances, ceased to afford a substantial fulfilment of the intentions of the founders; and the system of education in such Grammar Schools ought therefore to be extended and rendered more generally beneficial, in order to afford such fulfilment; but the patrons, visitors, and governors thereof are generally unable of their own authority to establish any other system of education than is expressly provided for by the foundation, and Her Majesty's Courts of Law and Equity are frequently unable to give adequate relief, and in no case but at considerable expence: And whereas, in consequence of changes which have taken place in the population of particular districts, it is necessary, for the purpose aforesaid, that in some cases the advantages of such Grammar Schools should be extended to boys other than those to whom by the terms of the foundation or the existing statutes the same is now limited, and that in other cases some restriction should be imposed, either with reference to the total number to be admitted into the school, or as regards their proficiency at the time when they may demand admission; but in this respect also the said patrons, visitors, and governors, and the Courts of Equity, are frequently without sufficient authority to make such extension or restriction: And whereas it is expedient that in certain cases Grammar Schools in the same place should be united: And whereas no remedy can be applied in the premises without the aid of Parliament: Be it therefore declared and enacted by the Queen's most excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, that whenever, after the passing of this Act, any question may come under consideration in any of her Majesty's Courts of Equity concerning the system of education thereafter to be established in any Grammar School, or the right of admission into the same, whether such question be already pending, or whether the same shall arise upon any information, petition, or other proceedings which may be now or at any time hereafter filed or instituted, for whatever cause the same may have been or may be instituted, according to the ordinary course of proceedings in Courts of Equity or under the provisions of this Act, it shall be lawful for the Court to make such decrees or orders as to the said Court shall seem expedient, as well for extending the system of education to other useful branches of literature and science in addition to or (subject to the provisions hereinafter contained) in lieu of the Greek and Latin languages,

These Grammar Schools are often governed by trustees who take little interest in them, and are ignorant of the existence of any power to improve them. Moreover, if they were more active and aware of the powers given by this Statute, they would need advice and assistance. The defect in Sir Eardley Wilmot's Act is, that under it no extension of Grammar School Education can take place *without the consent of the Master*. The cases in which any really effective reforms have been made under it, have been almost exclusively those in which application has been made to the Court, whilst the office of Master was]vacant. The Master will very rarely consent to improvements which throw additional labour on himself. It is also quite clear that the majority of the trustees of Grammar Schools know nothing of the Act. Mr. Fearon informs me that they often make awkward attempts, in appointing a Master, to oblige him to teach other things than Latin and Greek. This is done by a bond or declaration, showing that these governing bodies are not aware of the provisions of the Statute. Their legal advisers are generally quite as much in the dark, for the chief law treatises on Charities were anterior to to this Act. The advantages to be derived from this

or such other instruction as may be required by the terms of the foundation or the then existing statutes, as also for extending or restricting the freedom or the right of admission to such school, by determining the number or the qualifications of boys who may thereafter be admissible thereto, as free scholars or otherwise, and for settling the terms of admission to and continuance in the same, and to establish such schemes for the application of the revenues of any such schools as may, in the opinion of the Court, be conducive to the rendering or maintaining such schools in the greatest degree efficient and useful, with due regard to the intentions of the respective founders and benefactors, and to declare at what period and upon what event such decrees or orders, or any directions contained therein, shall be brought into operation, and that such decrees and orders shall have force and effect notwithstanding any provisions contained in the instruments of foundation, endowment, or benefaction, or in the then existing statutes: provided always, that in case there shall be any special visitor appointed by the founder, or other competent authority, opportunity shall be given to such visitor to be heard on the matters in question, in such manner as the Court shall think proper, previously to the making such decrees or orders."

statute would probably be generally sought by trustees, if they were enabled, by petition to the Committee of Privy Council, to carry all suits which might be brought under it into the Court of a Judge in Charities, and to conduct them, with the aid of the department, according to the regulations of the General Minutes. But the trustees of Grammar Schools should also be empowered to invite inspection, and with the concurrence of the Department of Public Charities, to enlarge their schemes by application to a Judge in Charities, without the concurrence of the Master of the School.

In those cases in which the principal of charitable funds has been applied by the vestry or parochial officers to public purposes not contemplated by the foundation: and evidence, whether by the payment of annual interest on a loan for a certain period, or otherwise, could be obtained of the facts, the department should be empowered to bring the case (in endowments of the first class) before a Judge in Charities, and in other cases before the Court of Chancery; provided that they should be liable in all cases to costs upon an adverse decision.

The Court should be empowered, in Charities of the first class, to hear the cause locally, and in all cases to cite persons, call for papers, muniments, &c., and to decide whether the principal stock and funds had been legally applied, and if not, to charge the parochial rates with the repayment, within a term not exceeding twenty years, and in equal annual instalments, to the treasurer of public charities, of the principal and accumulated interest, with further interest on the balance remaining unpaid, at such rate, not exceeding 5 per cent. per annum, as the Court might determine. In cases in which the suit was successful, the Judge should also determine to what extent the costs should be borne by the parish rates, and by the charitable fund respectively.

No appeal should lie in these cases from the decision of the Court.

Among the limitations of the powers of the Courts, it would be necessary to provide that trustees of charities, for the exclusive benefit of persons of particular religious communions, should be of the same religion. Moreover, the rights of the Church of England, as they now exist by construction of law, with reference to the exclusive or special benefit of members of that Church, should be reserved. Nor is it intended that any power of extension of the uses of a charity according to the *cy près* doctrine, should be given to the Courts, except such as can now be exercised by the Court of Chancery.

The Department of Public Charities would, however, report to *Parliament* the circumstances of any foundations, which rendered such extension desirable, and they would lay before it a scheme for such extension, in the form of a provisional order. When such Reports and Orders had been printed and circulated for one month, it should be lawful for the Minister representing the department, to introduce a *Public General Act*, giving such provisional orders the force of law. It would of course be competent for any Committee of the House to hear evidence, and to report as to any modifications of such orders.

By Lord Lyndhurst's Bill of 1846, as amended by the Committee of the House of Peers, the expenses of working the Act were to be provided by a tax on the revenues of every charity within the summary jurisdiction¹ of the Commission, of 3*d.* in the pound annually; and in the cases of other charities, within the provisions of the Act, of 1½*d.* in the pound. No charity, however, was to pay more than 100*l.* per annum. The principle on which all the Bills of 1844-5-6 proceeded, in this particular, was, that the charities should be

¹ This extended to charities with an income not exceeding 100*l.* per annum.

taxed somewhat in proportion to the use they would make of the Commission. The larger charities would have derived great advantages from the powers of the Commission enabling them to improve the management of their estates, and to escape litigation originating in motives adverse to the public interests.

The expenses now incurred by the richly endowed Trusts, in obtaining Private Acts of Parliament (which would by these measures be rendered unnecessary), would alone more than justify the extension of the tax to them. Sir Frederick Thesiger in his speech, introducing the Bill of the Charity Commission to the attention of House of Commons in 1852, is reported to have said, "He had before him a list of the various Private Bills which had been applied for, during the present century from 1800 to 1850; and he found that there were no less than 135 Private Bills, which had been passed for various objects, that could not be carried out, without the intervention of the Legislature in different charities. The average cost of each of these Private Bills was estimated at 600*l.*; so that there had been no less a sum than 81,000*l.* spent on them, during the last fifty years."¹

By the Bill presented by the present Charity Commission to the House of Commons in 1852, a fund for the expenses of the proposed new Commission is to be obtained by a charge not exceeding 2*d.* in the pound, on the gross yearly income of every charity which amounts to 10*l.* annual value, with a proviso limiting the maximum annual amount to be paid by any one charity to 50*l.* It has been calculated that such an assessment would produce 8500*l.* per annum at least. This rate of charge might be adopted among the provisions of a new measure; but if it were found inadequate to the expenses of the department, a rate might

¹ Hansard, vol. cxx. p. 222.

also be laid on the annual income of every charity brought into any of the local Courts. According to the time consumed and the expense incurred by the department, on behalf of any such charity, the Judge before whom the cause was tried might direct, that a sum, not exceeding 5 per cent. on the annual value of the endowment, should be paid to the account of the department, with the treasurer of public charities yearly, for one, or two, or three years in succession, as he might think fit. The charge would be small, being only the interest of the income of the charity, and it might thus be proportioned to the service rendered. The increase of income would thus in some degree correspond to the exertions of the department.

In like manner, when the scheme of a Charity was enlarged, under the Provisional Orders of the Department, by a Public Act passed through both Houses of Parliament, this charge might be increased to any sum not exceeding 10*l.* per cent. on the income of the Charity, awarded by the Judges of Charities in their Court of Conference.

The institutions, which might properly be exempted from the operation of the Bill of 1852, appear to have been carefully considered by the present Charity Commission, and to have been the subject of frequent communications with the parties interested. They seem also to be in accordance with the decision of the Committee of the House of Lords¹ in 1845, that the exemptions should not be numerous; and with the spirit of the discussions in both Houses, in which all efforts to establish exceptions were resisted by the chief legal authorities. The exemptions proposed by the Commission

¹ Lord Lyndhurst, speaking on the second reading of his Bill in 1846, is reported (Hansard, 85. p. 151.) to have said, "that the question of exemptions was well considered last year, and the Committee came to the unanimous decision that there should be no exceptions whatever." But the old Universities were to be excepted.

will be found set forth in the note containing the abstract of the Bill of 1852 (page 211.).

Besides the exemptions thus approved by the Charity Commission, Mr. Goulburn, in the discussion¹ on this Bill, March 29. 1852, is reported, in speaking of certain of the great Hospitals and Chartered Companies, to have said, that "he certainly thought it no more than right that there should be periodical visitations to all charities, to ascertain whether they were properly administered; but, on the other hand, they ought to be exempted at least from the daily and hourly interference which, under this Bill, would take place." Lord John Russell² said, that "he should be inclined to agree with the proposition of the Right Honourable the Member for the University of Cambridge, to insert a clause in the Bill to exempt such establishments, at least from a constant interference, and subject them simply to periodical visitation by Commissioners appointed for the purpose." The powers of inquiry conferred on the department might properly be limited in this way, in these great Charities.

The general summary³ of the income of charities reported upon by the Commissioners of Inquiry states the income of Grammar Schools to be 152,047*l.*; that of Schools not classical, 141,385*l.*; and that of charities given for or applied to education, 19,112*l.*; being a total annual revenue of 312,544*l.* But the sums devoted to education by the Royal Hospitals and the Chartered Companies of London are not distinguished in this amount, and it is known that many charities escaped the scrutiny of the Commissioners of Inquiry. Mr. M'Culloch remarks on these facts, that "allowing for this deficiency, and supposing that the estates and other property appropriated to educational purposes were

¹ Hansard, vol. cxx, p. 235.

² *Ibid.*

³ Digest of the Reports of the Commissioners of Inquiry into Charities, pp. 22, 23.

reasonably well managed, we believe we shall be within the mark, if we lay it down, that a free income of from 400,000*l.* to 450,000*l.* a year is at present partly, and should be entirely, devoted in England and Wales to the support of School education." Lord Brougham has estimated this revenue at half a million per annum.¹

But these limits by no means define the whole amount of income which, if the administration of the public charities were made to express the opinions of the intelligent classes, might justly and wisely be applied to the support of Schools. The extension of the *cy près* doctrine by Parliament on the Report of a Department of State, to those charities to which the intentions of the founder have become obsolete, or otherwise impracticable, or are found from experience to be mischievous, would enable the Government to apply large funds to the education of the people which are now either wasted, absorbed without service done, or which have become a means of political corruption or moral degradation. "The subject of endowments²," says M'Culloch, "ought to be carefully sifted. The regulations of the founders should be respected only so long as they conduce to, or, at all events, are not opposed to, the public interest. Whenever they come into conflict with the latter, they ought certainly to be modified, and made to harmonize with what may reasonably be presumed would have been, could he have foreseen the results, the conduct of the founder. By cautiously acting on this principle, we have little doubt that a free revenue might be obtained, without injury to any useful purpose, of from 750,000*l.* to 800,000*l.* a year."

The sum at present included in the estimated income by which the Schools of the Religious Communions are supported as arising from endowment has been stated

¹ Lord Brougham's Speeches, vol. iii. p. 256., in a note.

² Statistics of British Empire, p. 453. vol. ii.

in page 155. to be 63,734*l.* for Church of England Schools, and 5,813*l.* for the Schools of separate Communion, or 69,547*l.* But in order to provide efficient education for 1,836,562 scholars, if endowments were developed proportionally with other sources of income, the Church would require a further annual income from endowments of 127,695*l.*; and the other religious bodies 9,448*l.*; or altogether an additional income from this source of 137,143*l.* If the present income derived from endowments, or 69,547*l.*, be added to this required income, a sum of 206,690*l.* is, upon this estimate, either actually raised or required from this source. Now the annual endowments of Schools not classical, or which are otherwise given for or applied to education, were reported by the Commissioners of Inquiry to amount to 160,497*l.* It is therefore clear that a much larger sum than the difference between this sum and the proportionate increase of endowments required, or 46,193*l.*, could be obtained for elementary education by a just, wise, and efficient administration of charitable trusts. Under the head of other sources of income, in the table, page 166., the Church of England would require an additional income of 126,774*l.*, and the separate communions one of 17,904*l.*, or a total increase of revenue amounting to 144,678*l.* Abundant reason has been given for the hope that this sum at least might also be raised from charitable endowments, or altogether an augmentation of 190,871*l.* per annum for the support of elementary Schools.

Sufficiently high authority has been quoted to support the expectation that 400,000*l.* per annum at least could be applied, by a wise and efficient administration, to the support of classical and elementary Schools, in addition to the revenue of 312,000*l.* now reported to exist. Of this additional income the elementary Schools would properly claim at least 200,000*l.* per annum.

The objects to which the more ancient endowments

were devoted are strictly analogous to the wants of elementary Schools under their recent organization. The apprenticeship of Pupil Teachers to the Master or Mistress under the Minutes of 1846, would most usefully absorb a large part of those funds which were left for that apprenticeship of poor children, and especially of orphans, to trades, which has been found liable to much abuse. No machinery commonly exists in charities for the constant supervision required in a system of apprenticeship supported by endowments. Premiums are therefore taken by master tradesmen, who neglect or abuse their charge. But the apprenticeship of Pupil Teachers is not liable to these defects; for it is watched over by the School Committees, aided by the clergy and ministers of religion, and subjected to the constant vigilance of a public inspection, testing its results by periodical examinations, on the success of which its prolongation depends.

The funds left for the education of poor scholars at the Universities, and for the foundation of scholarships, form an admirable precedent for the foundation of exhibitions for the admission to the Training Colleges of Pupil Teachers, who successfully complete their apprenticeship, but do not gain Queen's Scholarships, and for their support during a second year of training.

The endowments of certain hospitals by which a small fraternity of brethren, or sisters, according to an almost monastic tradition, is supported, were often constituted with such statutes, that they might become places, in which superannuated or otherwise incapacitated Masters or Mistresses might spend their latter days in comfort. The quaint almshouses grouped round the Gothic Chapel would attract a larger amount of public sympathy, if, by their statutes, they received chiefly those who had spent their strength in the public service, and especially in the education of youth. The morning and evening service and the visitations of the sick, might be performed by a brother, selected on ac-

count of his exemplary life and peculiar qualifications, and ordained for that purpose.

In cases in which, from the increased value of the landed property of a charity belonging to a small or thinly inhabited parish, it would be impossible to find strictly parochial objects to which to devote its funds, Parliament, on the Report of the Department, might enlarge the powers of the trustees, enabling them to aid other parishes in any of the preceding objects, or in building and endowing Schools.

It could be shown that the interests of education, owing to the absence of a public department, have not been protected by a sufficient vigilance even in Parliament. For funds specially devoted to education, which have vastly increased beyond the peculiar and limited uses to which they were applicable by the original trusts, have been diverted to objects not even analogous to the intention of the testator. Though the original recipients of the revenues may have been benefited by this change in their appropriation, education has lost by far the larger part of a rich estate. Now it would be impossible to plead, in such cases, that there were no analogous uses to which such ample endowments were applicable, since the funds directed to be "paid¹ and distributed to and amongst such four of the poor sort of batchellors of arts taken such degree," "as from time to time shall resolve to continue and reside" in College "by the space of four years after such degree taken," could now be appropriated most usefully to complete the education of poor scholars, either as Masters of Training Colleges, or for other similar purposes.

¹ See Appendix No. 5. to the Report from Select Committee on Manchester and Salford Education, pp. 476—485.; likewise evidence of A. Kay, Esq., from 395—399.

CHAP. V.

THE AUGMENTATION OF THE INCOME OF SCHOOLS CONNECTED WITH
THE RELIGIOUS COMMUNIONS.2. *The Income derived from Subscriptions, Collections, and
School Pence.*

AN improved administration of charitable trusts will obtain an additional income of at least 200,000*l.* per annum for Elementary Schools, and will thus provide that augmentation of existing *local endowments and other sources of income* required for the sufficient education of 1,836,562 scholars, by the Religious Communions.

But for this great result, the income now derived from local subscriptions, collections, and School pence must also be enlarged from 875,977*l.*, its present estimated amount, to 2,435,900*l.*; or, in other words, an additional income must be raised, from these or other sources, of 1,559,923*l.* per annum.¹

It will be convenient to consider the means of developing the amount derived from local subscriptions and collections, separately from that of augmenting the sum obtained from School pence. But, before proceeding to this inquiry, it is desirable to recapitulate certain of the conclusions arrived at by the argument pursued in the third chapter. It has been estimated² that 2,185,000*l.* must be expended on the erection or enlargement of Church of England Schools, to enable them to provide education for 1,531,350 scholars. Moreover, as far as the census may show that the

¹ See Table, p. 155., *ante*.

² See p. 153., *ante*.

Additional School income required from Subscriptions. 229

323,784 children¹, not now educated in the Schools of the Religious Communions, or in workhouse or penal Schools, do not belong to the middle and upper classes of society, but require to be absorbed into these Schools, the total sum, required to be expended on School buildings and on the support of Elementary Schools, would have to be augmented.

The greater part of the charge for the erection of new School buildings would fall upon local subscriptions and collections, provided no aid were granted from the public resources. This fact, therefore, must be kept in view in examining the power of those two sources of income, and of the School pence contributed by the working classes, to raise an additional annual revenue of 1,559,923*l.*, or more.

The additional annual resources required for the education of 1,836,562 scholars from local subscriptions and collections, were estimated to be 727,891*l.* for Church of England Schools, and 96,173*l.* for the Schools of separate communions.²

The present annual income from these two sources, for Church of England Schools³ was calculated at 382,337*l.*, and for the Schools of other Communions at 80,596*l.*

The 462,933*l.* now raised by local subscriptions and collections for the support of Schools is independent, for the most part, of the incomes of the National, British and Foreign, and Home and Colonial School Societies, of the Wesleyan Education Committee, the Congregational Board, the Roman Catholic Poor School Committee, and the Ragged School Union. These Societies chiefly expend their resources in aiding local subscriptions for the erection of School buildings; on inspec-

¹ See p. 154., *ante*. 60,000 children now in Pauper and Penal Schools are deducted from 383,784, leaving 323,784.

² See p. 155., *ante*.

³ See p. 165., *ante*.

tion; in grants of School materials; and in supporting the central Training Colleges, and the Model Schools in immediate connexion with them.

Their annual income is about as follows:—

National Society:—

Average annual income from Queen's Letter ¹	£9,300
Annual subscriptions	9,000
	<hr/> £18,300

The Diocesan Boards of Education²: — 20,000

British and Foreign School Society³:—

From subscriptions, endowments, legacies, School pence, and repayments of students, about	10,000
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Home and Colonial School Society:—

Subscriptions ⁴ , donations, collections, and School pence	2,840
Repaid by students for board, &c.	2,476
	<hr/> 5,316

Wesleyan Education Committee, about - 5,000

The Congregational Board, about - 2,500

Roman Catholic Poor School Committee - 4,500

Ragged School Union - 780

Total

£66,396

By reference to the table in page 71. it will be found that 36,608*l.*, which forms part of the income of these Boards of Education, was expended on the support of the Training Colleges enumerated therein. But this table contains no return from the Training Schools of Durham, Carnarvon, East Brent, Brighton, Cornwall,

¹ The triennial Queen's Letters from 1837 to 1852 collected, for the 15 years, 139,495*l.*, or at the rate of nearly 9300*l.* annually.

² I state this on the authority of the Church Education Directory (p. 4.), which is edited by gentlemen who have the best means of information. Sold at National Society's Depository.

³ The British and Foreign School Society also derive from the sale of the Society's publications a sum of 5000*l.*; but this is not included in the income of the Society, because an almost equivalent sum is paid for the purchase of these publications under the head of School Materials.

⁴ About the average of 1851 and 1852, excluding receipts from Government.

45,000*l.* *Annual Subscriptions to Training Schools.* 231

Oxford (two), Lichfield, Norwich, and Worcester (now opening), nor from the National Society's Westminster Training Schools. Many of the Schools omitted are small, others are so conducted as not to be under the inspection of the Committee of Council on Education, or their new collegiate buildings are either not finished or but just ready for the reception of students.¹ The funds annually expended on these Institutions cannot average much less than 1000*l.* each, or would be about 8000*l.* altogether. The present expenditure of Societies and Boards on Training Colleges, is therefore about 45,000*l.* per annum, independently of the aid received from Government. The remaining sum of 21,000*l.*, forming the income of these educational bodies, is spent, as I have said, in inspection, School building, School materials, and the general charges of conducting such Societies.

Further, 71,812*l.* were raised in 1851 in England and Wales towards the building of Elementary Schools by the² contributions of members of the Religious Com-

¹ The following particulars relating to the accommodation in each of these Institutions, which may be regarded as in the first stage of progress, is extracted from the Church Education Directory.

	Present Accommodation for lodging Students.		In new Collegiate Build- ings when completed.	
	Males.	Females.	Males.	Females.
Westminster Training Institution	43	44	80	70
Durham	23			
Carnarvon. The students lodge in town				
East Brent. In principal's house	30	20		
Brighton	10			
Cornwall	26			
Lichfield				
Lincoln. Six are trained in the Commercial School	20			
Norwich				
Oxford. (The new college is also for Gloucester and Bristol.)	20	16	100	75
Rochester			60	60
Worcester				

² See Table V., p. 137., Minutes, Vol. I. 1851—2.

232 650,000*l.* per annum raised by Subscriptions.

munions; and in the same year 12,805*l.* were obtained from the same sources, towards the erection of Training Colleges¹, or a total of 84,616*l.* for buildings devoted to the education of the humbler classes.²

Three-fourths of the sum of 81,076*l.* now forming part of the annual income of Elementary Schools, and described in table p. 155. as derived from other sources, are also derived from local subscriptions and collections. The rest consists of contributions from the Diocesan Boards, payments from factory children, fines granted by the Inspectors of Factories, and other similar items.

To recapitulate:—the current annual charge now resting on the subscriptions and collections of the various Religious Communions for elementary education is, at present, as follows:—

	Church.	Other Commu- nions.
For the support of Elementary Schools	- £382,337	£80,596
For the income of Boards of Education, chiefly expended in maintaining Training Colleges -	43,616	22,780
In building Elementary Schools - -	64,772	7,141
In building Training Colleges ³ - -	12,805	
Three-fourths of the sum required to maintain Elementary Schools, and described as derived from "other sources" - - -	43,097	10,958
Total	£546,627	£121,475

Deducting 15,000*l.* as the contribution of Boards of Education towards buildings (stated under each of two heads), the present annual charge on the voluntary contributions of the Church and the Religious Communions,

¹ See Table V., p. 137., Minutes, Vol. I. 1851—2.

² In order to determine the sum charged on local resources, 15,000*l.* must be deducted from the expenditure on buildings, contributed by the Boards of Education.

³ This sum is taken from the amount of 1851. In other years the separate communions would be found to be expending their proportion in building Training Colleges.

towards the support of elementary education (exclusive of endowments and School pence), amounts to 653,102*l*.

The statement of these facts clears the way for the discussion of the question of the possibility of raising the further sum of 824,064*l*. required for the support of Day Schools, and also at least 25,000*l*. per annum required for the maintenance of Normal Schools, or a total of 850,000*l*. annually; as well as two millions and a quarter which have to be raised for new School buildings.

Whatever be the imperfections of a large part of the education provided by the Religious Communions, the rapid growth of the revenues by which these Schools are supported is a proof of the power of religious zeal.

The strength of this principle would not be demonstrated, if we forgot that, according to Lord Kerry's returns, one million and a half of scholars were in 1833 also taught in the Sunday Schools; a number which Mr. Baines¹, now conceives to be augmented to two millions of children, receiving gratuitous instruction under "more than three hundred thousand Teachers." These Schools are generally now held in the Day School-rooms; in or under churches or chapels, or in the vestries and buildings attached to them. But the number of separate buildings must also be considerable, and they have been erected without any aid from Government.

Mr. Baines enumerates, as evidence of the force of the voluntary principle, the Colleges of the University of London; those for educating Dissenting Ministers, at Manchester, Birmingham, Richmond, and Didsbury; the Mechanics' Institutions; Collegiate and Proprietary Schools; Museums; Public Libraries; Schools for the Orphans and Children of Clergy and Missionaries; and the Agricultural and Reformatory Schools.

The sums expended on the erection of churches and

¹ Letters to Lord John Russell on State Education, p. 37.

chapels within the present century amount to some millions.¹

"The aggregate annual income of the" Religious "Societies which hold their anniversaries in London in the spring (independently of mere Provincial Societies), is not less than half a million."²

The stipends of the Nonconformist Ministers in England and Wales, are estimated at "upwards of one million per annum."³

The support of hospitals, infirmaries, and dispensaries, requires an ample revenue from private charity.

On a review of these facts, Mr. Baines exclaims, with a just exultation⁴, it is "not only the benevolence of the people which attracts admiration, but the proof given of a capacity for administration, of a moral energy, of a power of effective and sustained organization."

The accomplishment of such great objects, by the voluntary devotion of money, time, thought, and anxious care, are proofs not simply of the energy of the race, but of the power of a genuine Christian civilization among the middle and upper classes of society. To be insensible to the high significance of such statements would be as great a stigma on political science, as on religious sentiment. Such gigantic facts are, to the statesman, marks of the vast strides of social progress; and, to the eye of faith, signs of the coming of that kingdom, for which the believer prays, according to the precept of Him whose promise it will fulfil.

¹ Mr. Baines obtained returns in 1848 from the manufacturing districts of Yorkshire, Lancashire, and Cheshire, from which it appeared that "Church and Chapel accommodation" had been then "provided by voluntary efforts, within the present century, to the amount of 612,184 sittings, at an estimated cost of 2,726,478*l.* This was independent of 70,611 sittings in parliamentary churches, which were also provided by private subscriptions. If there had been only *one-half* the number of churches and chapels built in other parts of England and Wales in proportion to the population, it would prove an aggregate expenditure of not less than 11,200,000*l.* within the present century." Letters to Lord John Russell on State Education, p. 38.

² Ibid. p. 38.

³ Ibid.

⁴ Ibid. p. 39.

Such a state of civilization, however, harmonizes all the powers of the State.

The higher steps of material progress are pure efforts of mind. As society advances, the facts of empirical experience, generalized into principles capable of universal application, become themselves instruments for discoveries in a sublimer region of thought. By these greater powers, not only is progress accelerated, but a dominion of pure intellect over matter, daily wider and more potent, is established.

A similar law governs the progress of society. In its ruder forms, strength of frame makes the warrior; the keen senses, the ferine cunning, and instinct of the savage leader or robber-chieftain gradually supplant brute force; the hero of chivalry united mental to physical power; but, the man who made the revolution of France a conquest over feudalism in Europe, won his battles chiefly by higher mental combinations. By the operation of the same principle, law limits within a circle constantly contracting, all despotic forms of government. Autocracy is supplanted by an oligarchy, to give place in its turn to the power of a numerous aristocracy, with which the influence of the middle class is gradually combined; until constitutional government, based upon the representation of all ranks, establishes opinion, under the guidance of the inductive philosophy, as the absolute rule of modern society.

Even those social conditions which are more intimately connected with religion, are not exempted from the influence of this law. Christendom has thus hitherto only partially emerged from the ceremonies, traditions, and legends of mythology. In her progress, the Catholic Church has felt the power of the Gothic as well as the Greek superstitions. The scholastic philosophy of the Middle Ages exerted a great influence in moulding the dogmas, which the Papal See enforced, by penalties against heresy, in her Court of

Inquisition. When that spiritual despotism claimed to be a perpetual revelation of law and doctrine to the world, compelling obedience by the interdict and the stake, Luther and Melancthon vindicated the right of private judgment to interpret the canon of Holy Writ. Protestantism is the emancipation of the conscience from priestcraft, which would step in between the penitent and the heaven of which it pretended to hold the keys. Not less is it a declaration to the intelligence of Christendom, of that liberty wherewith Christ hath made us free. A benumbing superstition is known to be inconsistent with the well-being of the humblest class. The material and social progress of the nation are indispensable elements of its political development; and these all combine to promote the triumphs of Christian civilization.

In the higher stages of social development, voluntary combinations and the acts of the Government constantly tend to intermix and assimilate. That which society resolves, it seeks from the legislature power to execute. Thus mechanical improvements, railroads, canals, ports, &c. are constructed by combined powers. In the moral machinery of society, prison improvement commenced with Howard, was pursued by Mrs. Fry, and reformatory discipline is now the task of the state, though it is still aided and illustrated by philanthropic experiments. The reformation of the Poor Laws began with private efforts for parochial improvement, and for the education of the pauper children of the metropolis, until the Commission of Inquiry collected the results of isolated experience, and framed a statute to carry them into execution. This volume records the growth of a system of national education, by the impulses of religious zeal from the Reformation to the present day, when society seeks the aid of Government to complete its development. Even in religion, the Church was endowed, not more by legal assessments and royal grants, than by the

piety of our ancestors. Its recent extension is attributable to private contributions combined with legislative facilities, and an improved public administration of ecclesiastical property. The growth of the separate Religious Communions is at least a proof, that all legislative disabilities are at an end, and that a perfect freedom of opinion prevails. The voluntary efforts of religious zeal have not merely created and maintained the separate communions, but have established religious liberty.

Voluntary efforts, and the acts of the Legislature or Government, must therefore tend to harmony. A true statesman will carefully analyze these phenomena; ascertain their affinities; endeavour to estimate their relative forces, and their probable combinations. As atomic attraction probably is only a modification of that subtle force which pervades nature, and whose vibrations hold the planets in their spheres round the centre of light and power, so opinion tends to penetrate the elements of society, and to co-ordinate their action by a common law, whether it finds its expression in voluntary action, in the will of the Legislature, or in the administration of the Government. All the forces of society thus revolve round the central seat of the national intelligence and will.

That Government should regard with jealousy voluntary agencies for public education, would be an error, which could only find a parallel in an attempt to prevent an expression of the national will through the Legislature, because so much had been accomplished by association.

The distinguishing characteristic of purely voluntary efforts is, that minorities more certainly thus find a sphere of action. Personal and social liberty are therefore less liable to be overlooked or oppressed, than when the will of the majority prevails. The mode by which the Government has promoted public education in this

country, has therefore consisted in such a co-operation with voluntary agencies, as applied a salutary stimulus to their activity. Every Religious Communion has in succession been admitted to a participation in the Parliamentary Grants. Every fragment of faith, separately organized, may establish its Schools, apprentice its Pupil Teachers, train its Queen's scholars, obtain certificates and augmentations of salary for its Teachers, and pensions for the deserving in old age. No minority, nor any individual is less free, than he was when the Government afforded no assistance. Every communion is more active; its Schools are more numerous; the revenues of its Board of Education are more abundant; it has established a Training College where none existed, or it has greatly enlarged the course of study and raised the standard of instruction; and it regards these, as only the preliminaries to greater efforts.

In this co-operation of the Government with voluntary agencies, there is such security for personal and public liberty as no other system could afford; but we have not exhausted the power either of the Religious Communions or of the State, nor the modes of their co-operation.

Before, however, considering in what way this co-operation may in future be developed, some space may now be devoted to the inquiry, whether any impediments might be removed from the action of the Religious Communions.

In the second chapter of this volume, I have described the claims of a party in the Church, many of whose members have been earnest promoters of education, because they had a clear perception of its power as an instrument of religion. Themselves scholars of no mean mark, they had no jealousy of learning for the poor. Reverencing the authority of tradition, as recorded in the statutes of the Grammar Schools and Colleges, they desired to provide for the admission of all capacities into the republic of letters. If the will of such men

had prevailed as early as 1838-9, the revenues of the Cathedrals would have been largely consecrated to the creation of Middle Schools and Training Colleges for Teachers. In the establishment of St. Mark's College, under the guidance of a clergyman in whom much of the genius and learning of his gifted father and family reside, they confirmed the justice of the claim put forth at Battersea, for a high standard of education for the Masters of Elementary Schools. This party, on the defeat of the education clauses of the Factories Regulation Bill in 1843, joined in the earnest appeal, which resulted in the collection¹ of 151,985*l.* "for the extension and improvement of education in the manufacturing and mining districts,"—a success which was attributable to the general conviction, that the efforts of the Dissenting Communions ought to have been limited, to the demand of complete securities for religious liberty. The resistance to all interference of the Legislature for the education of the people, then first proclaimed as a principle, appeared to be a civil intolerance greater than any corresponding defect in the Bill. The collection of the special fund rebuked this error, and the correction was by none more earnestly promoted than by the mediæval party.

In these several efforts, the Church has appealed to principles which had a strong hold on popular sympathy. Thus the establishment of twenty-seven Training Colleges under Government inspection, at a cost in ten years, for buildings alone, of 100,000*l.* from private sources, and of the same sum from grants of public money, was a work in which an imperative necessity dominated the public mind. The same feeling has enabled the whole of the Religious Communions to raise 45,000*l.* annually for the support of all the Training Institutions, including those not inspected. But the sympathy of

¹ Thirty-fourth Annual Report of National Society, p. 6.

the country was alienated, when a controversy arose as to the management of the Parochial School, including the relative position of the laity and the clergy in its government, and that of the civil and spiritual authority in the appellate jurisdiction, which displayed two separate tendencies in the Church. That conservative spirit which in the reign of Edward strove to comprehend part of the ancient faith, and at the same time repealed the acts for the extirpation of the Lollards, composed even the second service book in a Catholic spirit. Yet, notwithstanding the restrictions on Puritan development within the Church, and the persecution of the Presbyterians in Elizabeth's reign, the Articles were written in a more Calvinistic sense, and the Homilies entered into controversy with Romanism, but exhibited little solicitude about the Puritans. Nevertheless the germs of Lollardism, sown by Wickliffe, had rapidly sprung up in Edward's reign, and in Elizabeth's were extensively disseminating those religious principles which ultimately prevailed. While the Acts of Supremacy and of Uniformity were, under Elizabeth, directed against those who would restore the power of the Papal See, less serious alarm had as yet been inspired by the growth of Puritanism, which was destined to be the chief influence in limiting the civil and religious power of the prerogative. The conflict between the mediæval and the Puritan parties in the reigns of the Stuarts, and their alternate triumphs, extirpated neither of them, but only moderated their influence and manifestations. Recent events have proved that the non-jurors, who refused the oaths of allegiance to William, are still represented within the Pale. Thus it has come to pass, that our Anglican Church has, with respect to the mediæval and Puritan elements, that comprehensive character which ought to exist in a great national communion.

Nothing is more interesting or instructive than to trace the influence of the Reformation on the develop-

ment of the influence of the laity in the Anglican Church. Some of the chief events characterizing this change, are briefly referred to in a note.¹ The Canons of 1604 con-

¹ The successive steps by which the relations of the clergy to the civil power and to parliament, their position relatively to the laity in the Anglican Church, and their office with respect to the Sacraments, were either defined or left to the influence of a dominant opinion, are chiefly comprised in the following events. "The^a immunity of all tonsured persons from civil punishment for crimes" had been mitigated by Henry VI. and Henry VII., and "the benefit of clergy was entirely taken away from murderers and highway robbers," by the 4th of Henry VIII. "The^b two great political measures, the separation from the Roman See and the suppression of monasteries, so broke the vast power of the English clergy and humbled their spirit, that they became the most abject of Henry's vassals, and dared not offer any steady opposition to his caprice, even when it led him to make innovations in the essential parts of their religion." The publication of the Scriptures in the vulgar tongue, and the order to set them up in churches, seemed to admit^c that they were the exclusive standard of Christian faith. "In the^d second year of Edward's reign, the reformation of the public service was accomplished, and an English liturgy compiled not essentially different from that in present use." "The Latin^e ritual had been unchanged ever since the age when it was vernacular; partly through a sluggish dislike of innovation, but partly also because the mysteriousness of an unknown dialect served to impose upon the vulgar, and to throw an air of wisdom round the priesthood." Images, altars, incense, tapers, and holy water, as tending to superstition, were removed; and "the whole^f surface of religious ordinances, all that is palpable to common minds, underwent a surprising transformation." The^g worship of the Blessed Virgin and of saints, and of prayers for the dead, were set aside. But auricular confession was left to every man's discretion in the new order under Edward; "and^h thus, while it has never been condemned in our Church, it went without dispute into complete neglect." "Those who desired to augment the influence of the clergy regret, of course, its discontinuance, and some may conceive that it would serve either for wholesome restraint, or useful admonition." "Inⁱ a political light, and with the object of lessening the weight of the ecclesiastical order in temporal affairs, there cannot be the least hesitation as to the expediency of discontinuing the usage." The real or corporal presence is denied in the Articles. The enforced celibacy of the clergy was abolished (stat. 2 and 3 Edwd. VI., c. 21.; 5 and 6 Edwd. VI., c. 12.). "These various innovations were exceedingly inimical to the influence and interests of the priesthood." The simplification of the habits in which the clergy performed the services; the fact that they

^a Hallam, *Constitutional History*, vol. i. p. 58.

^b *Ibid.* p. 81.

^c *Ibid.*

^d *Ibid.* p. 88.

^e *Ibid.* p. 84.

^f *Ibid.* p. 87.

^g *Ibid.* p. 89.

^h *Ibid.* p. 86.

ⁱ *Ibid.*

firmed the power of the Diocesan¹ over Masters, declaring, that "no man shall teach another in public school or private house, but such as shall be allowed by the Bishop of the Diocese, or Ordinary of the place under his hand and seal, being found meet, as well for his learning and dexterity in teaching, as for sober and honest conversation, and for the right understanding of God's true religion; and also except he shall first subscribe to the two first and third Articles afore-mentioned simply; and to the two first clauses of the second Article." But these canons had never been binding on the laity: —they could not be enforced in the Civil Courts. Moreover, the Grammar Schools, founded in the reigns immediately succeeding the Reformation, were placed under the government of lay trustees. The Masters were not required to be Clerks even in the Cathedral Schools. The Grammar Schools were not subjected to the visitation of the Bishop; nor, as I have before remarked, was such visitatorial power of the Prelates extended, either by Common or by Statute Law, to any class of Schools. Those endowed by private bequests were on the model of the foundations of Edward and Elizabeth.

The whole tendency both of legislation and of society had been, during the last and the present century, to

were read in the vulgar tongue, chiefly in the body of the church, and not in the choir; that the priest stood or knelt with his face to the people, and not to the altar; that laymen partook of the sacraments in both kinds; the setting aside of the doctrine of transubstantiation; and the disuse of the practice of auricular confession,—all tended to abolish the distinctions between the clergy and the laity, and to draw them together as members of a Christian society. In the reign of Elizabeth and the Stuarts the Puritan party sought the aid of Parliament, and the mediæval that of the Crown. In 1584 Bills were introduced into the Commons to reduce the power of the Bishops and of the Spiritual Courts, and to subordinate the Canon to the Common Law; to admit the congregations to influence in the choice of their ministers and to appoint elders to aid the pastor in the management of the spiritual affairs of the parish, subject to the power of superior Ecclesiastical Courts. The Queen interfered by her prerogative to forbid the progress of these Bills.

¹ Canon LXXVII.

develop the influence of the laity. That this was the genuine spirit of the Reformation is indicated by its entire course. The rendering of "ecclesia" by "congregation," instead of "Church," in Cranmer's Bible, "either," as Hallam¹ remarks, "as the primary meaning, or more probably to point out that the laity had a share in the government of a Christian society," was significant of the view of the authors of that great change. The great revival of religion in the last century, was attributable to the labours of such men as Venn and Wesley; and the Wesleyan Conference would not have been formed in 1740, if the Church had then been prepared to include in a deaconate, the lay-helpers who preached as the missionaries and first ministers of Methodism. Yet, had the labours of Wilberforce and Thornton been concurrent with those of Wesley, such an event might not have been impossible. The Church would at least not now be alarmed by a Wesley preaching from his father's tombstone at Epworth; or to the colliers at Kingswood; or to the rabble of London in St. George's Fields. In the Anglican Church, the influence of the laity has been represented by the supreme powers of the Legislature; by the exercise of patronage vested both in the Government and in private persons; by the power of the parish over church rates; and by the charge which the wardens have of such funds, and of the fabric and collections of the Church. The office of Clerk and that of Deacon, rightly understood, connect the laity, by an intermediate link, with the Clergy. But it is only of late that Scripture Readers have been employed, though the practice might have been handed down by tradition from the reign of Edward the Sixth, when the Bibles, chained to the columns of St. Paul's, and other churches, were read aloud, even in the church, to all eager to hear the Scriptures in the vulgar tongue.

¹ Constitutional History, vol. i. p. 84., note.

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The District Visiting Societies, and the Institutions for training females to take charge of the sick, are expedients to enable the laity to aid the Clergy in their spiritual duties. These plans are seeking a more complete organization; and I have no doubt that the isolated attempts which have been made to re-establish a Protestant Deaconate¹ will ere long be moulded, by those who cling to the principles of the Reformation, into lay orders of communicants not permanently withdrawn from the ordinary duties of life, and some, not at any time set apart to spiritual functions.

But the laity, to whom the Reformation has restored some of the privileges which they enjoyed in the early English Church, are told, that "it is a vicious principle that the control and management of Church Schools shall be in the hands of a Committee, however that Committee may be composed, and however their powers may be regulated, instead of in the hands of the parochial clergyman."² Can any one then wonder that they should exhibit some jealousy of the growth of a new spiritual power in their parishes, subversive of their rights as members of the Church? Such pretensions are not displayed in their true deformity, when put forth by a scholar of saintly purity of life, gentle manners, retiring demeanour, and self-sacrificing devotion to his sacred function. To such a man, what can be refused? I refrain from drawing a less pleasing portrait, the original of which will present itself to the personal experience of the reader. Well may the Reform-

¹ A remarkably successful example exists in the "Maison des Diaconesses," Rue de Reuilly, 93. Faubourg St. Antoine, Paris. See paper in Church of England Magazine, April, 1850. Also Edinburgh Review, April, 1848.

² Annual Meeting of Bath and Wells Diocesan Societies, at Wells, October 30th, 1849: the Bishop in the chair. Prebendary Denison's Speech, as reported in the "History and Present State of the Education Question," printed for the Metropolitan Church Union, 1850, p. 88. See also "Bath Chronicle, 1849."

ation party exclaim¹, "Once let it be believed, that we mean the School to be the implement of the priest, and the mere recruiting place for a party in the Church, and our educational system is doomed."

The reforming Clergy and laity resist the notion, "that the great use of a School is, to prepare children for a passive obedience to the Church, and blind deference to the Clergy."²

Not only is this section of the Clergy and laity determined to resist any usurpation in the polity of the Church, unduly exalting the spiritual power, but they see the danger of an indifference to civil rights.

A national system of education must have a wide basis. It is not even sufficient that it should be sustained by every Religious Communion. The members of every such body are citizens as well as communicants. If they found Schools for purely sectarian ends, they will fail to win the national sympathy. A School is truly the nursery of the Church or congregation; but it is equally the means of enabling the most rudely cradled to escape from barbarism, if not into the region of letters and science, at least to the exercise of the humblest privileges of freedom. The safety of the State, not less than the prosperity of the Church, are established by the School. But as education is the source of civil privileges and national stability, the State may require that it shall be accessible to all: and since the existing Schools are maintained by the Religious Communions, it may either found new Schools, or, as a condition of aid, demand that those which exist shall be open to all on terms consistent with their civil or religious rights.

An indifference to these civil relations of the School,

¹ Suggestions on the course to be taken by members of the Church of England on the Question of National Education, Second Paper, November, 1852, p. 6. Church Education Society. Printed by Macintosh, Great New-street, London.

² Ibid.

among certain Churchmen, has operated injuriously on their appeals for public support, and has embarrassed the Government in devising measures to promote public education.

A large part of the laity observe, with a feeling stronger than regret, that "hundreds¹, perhaps thousands, of children of Nonconformists in our National Schools are taught religion, generally by considering them to be what they are not, *i. e.* baptized according to the rites and ceremonies of the Church of England, and so teaching them that which is not applicable to their case." Is the rite of Holy Baptism then a fiction, a symbol, or a sacrament? Is the ministration of sacred things sanctified to an untrue profession? Or are the ignorant parents responsible for the part their children play in it? Or rather does not the responsibility encumber those who palter with holy mysteries, by teaching them on a false assumption?

But if to teach the whole Catechism to children² not baptized according to the rites of the Church is to make them, consciously or unconsciously, parties in a pious fraud, is the Church to close her Schools on all who are not admitted by baptism within her pale?

¹ National Schools and National School Teachers, by the Rev. Richard Burgess, B.D., Rector of Upper Chelsea, and Secretary to the London Diocesan Board, p. 17.

² Mr. Burgess (*Ibid.* p. 18, 19.), reminds us "that in the Liturgies set forth by authority in the reign of King Edward VI., the Creed, the Lord's Prayer, and the Commandments, together with the 'Renunciation,' was the whole of the Catechism, and there was a discretionary power left with the Bishop, and through him with the minister, as to the 'questions.' The Rubric runs thus: 'So soon as the children can say, in their mother tongue, the Articles of the Faith, the Lord's Prayer, the Commandments, and also can answer to such questions of this *short Catechism* as the Bishop (or such as he shall appoint) shall *by his discretion, appose them* in, they shall then be brought to the Bishop,' &c. In the liturgical service set forth in the reign of Queen Elizabeth, 1559, no alteration was made herein. The questions and answers on the Sacraments were added after the conference at Hampton Court, in the first year of the reign of King James I.; 'they were composed by Bishop Overall, then Dean of St. Paul's, and *allowed* by the Bishops.' The Catechism alluded to in the 59th, 60th, and 61st canons, as 'set forth in the

Nor can we wonder that an extensive sympathy should exist with the scruples of Nonconformists, seeing

Book of Common Prayer,' could be no other than the short Catechism of King Edward's and Queen Elizabeth's times. The exhortation to godfathers and godmothers which we now use, is the same as that which is found in the Liturgies of King Edward's time, when the questions and answers on the Sacraments did not exist; and the Rubric at the end of the Catechism as it now stands in our Book of Common Prayer, requiring children to 'answer to the other questions of this short Catechism,' being a transcript from the older Liturgies, must be supposed to point more particularly to the questions in the original Catechism.

"The Rubric in the Liturgy of King Edward VI. runs thus: 'Then shall the curate of every parish either bring or send in writing the names of all those children of his parish, which can say the Articles of their Faith, the Lord's Prayer, and the Ten Commandments; and also, how many of them can answer to the other questions contained in this Catechism.' In this Rubric two classes of catechumens are contemplated, and consequently a discrimination in teaching the Catechism authorized; and I think the whole history of catechetical instruction in our Church, shows that a special and prime importance is attached to the Creed, the Lord's Prayer, and the Ten Commandments."

It may, however, be doubted whether the Reformed Church of England has ever allowed the teaching of the doctrine of the Sacraments to children belonging to her by baptism, to be a matter of discretion. For in the Catechism referred to by Mr. Burgess as "an instruction to be learned by every child before he be brought to be confirmed," distinct reference is made to Baptism in the answer "My godfathers and godmothers in my baptism, wherein I was made a member of Christ, the child of God, and an inheritor of the kingdom of heaven,"¹ and so in the two following questions and answers as to the vows made in Baptism. It is clear also that, though the questions as to the Sacraments, alluded to by Mr. Burgess, were not contained in this "Catechismus Brevis" of 1553; yet, as the children brought for confirmation were also "to answer to such questions of this short Catechism as the Bishop (or such as he shall appoint) shall by his discretion, *appose them in*," the ordinary or the curate might examine them in the doctrine of the Sacraments.

The history of the Catechism appears to be the following:—

1548. An exposition of the Creed, Lord's Prayer, Ten Commandments, and *Three Sacraments* (intended originally for the youth of Nuremberg) was translated from the German by Cranmer, and put forth by authority. This, although not in a catechetical form, was called Cranmer's Catechism, and was intended to be taught to young persons preparatory to confirmation.

1549. King Edward VI.'s Prayer Book was published, containing the Creed, the Lord's Prayer, and the Ten Commandments.

¹ The Parker Society's edition of the Two Liturgies of King Edward VI. Cambridge University Press, p. 121.

that, within the pale, that part of the Catechism which relates to the Sacraments is interpreted in two opposite senses.

There is nothing in the Ordination Vows of a Clergy-

1552, 1553. King Edward's Larger Catechism in English and Latin (probably composed by Bishop Poynt) was put forth by authority, and described as "A Short Catechism, or plain Instruction, containing the Sum of Christian Learning, set forth by the King's Majesty's Authority, for all Schoolmasters to teach."

In the preface "*all schoolmasters and teachers of youth*" are thus enjoined, "As ye tender our favor, and as ye mind to avoid the just punishment of transgressing our authority, that ye truly and diligently teach this Catechism in your schools, immediately after the other brief Catechism which we have already set forth." (See also the 79th canon.) In this Catechism *the doctrine of the Sacraments* is plainly "set forth."

To teach the doctrines contained in this Catechism was, therefore, not only the duty of sponsors, as showing their god-children what "a Christian man ought to know and believe to his soul's health," and as being authorized by the Bishops (preface), and by them required, as furnishing subjects in which they could "appose" children presented for confirmation; but in respect to schools, it is evident that the shorter Catechism was used only as preparatory to this larger one, and that the latter was *necessarily taught* as soon as the former had been learned.

1562. Dean Howell composed a Catechism, chiefly derived from the preceding, but entering more at large into many of the subjects.

This was approved by the Lower House of Convocation only.

1607. In consequence of complaints that the two preceding Catechisms were too long, and the "Brief Catechism" insufficient, a compendious explanation of *the Two Sacraments* was added to the Brief Catechism, which formed what is now commonly described as "The Church Catechism," and which is "put forth by authority," and "in some part of which" (Rubric) having, of course, due regard that the whole be eventually learned, "the curate, as he shall think convenient, shall instruct and examine so many children of the parish as are sent to him."

Such being a brief summary of the history of the Catechism, I do not see how it can be truly said, that the Church has, at any time, allowed the teaching of the doctrine of the Sacraments to the children baptized according to her rites and by her ministers, to be a matter of discretion either as to the Bishop, the curate, or the schoolmaster.

As authorities examine the following :—

1. Parker edition of the Liturgies of King Edward VI., pp. 117. 120. 296. 369. 517.
2. Same edition. Liturgical Services of Queen Elizabeth, pp. 211. 305.
3. Carwithin's History of the Church of England, vol. i. pp. 233. 237. 285. 461. vol. ii. p. 13.
4. Short's History of the Church of England, §§ 310. 331.
5. Shepherd on the Prayer Book, vol. ii. pp. 267. 271.

man, which binds him to teach the whole Catechism to all children in his Parochial Schools. Why, therefore, should a society be permitted to usurp an authority over the Clergy, which is neither sanctioned by its own Charter, nor by their vows of obedience, and which, inasmuch as it is inconsistent with civil liberty, may be regarded as an invasion of the rights of conscience recognized by the head of the Church, as one of the three Estates of the Realm? The Clergy should at least vindicate for themselves the whole liberty given to them at their ordination, and should resist any such narrow interpretation of a Charter, as would deprive the "Society for promoting the Education of the Poor in the principles of the Established Church," of the title of "National."

Moreover, are the laity to be indifferent to the growth of a system of national education, in which due provision is not made for the protection of the minority? Are they to read such remonstrances as were addressed in 1847 to the Committee of Council, and their reply¹ to

¹ "The Committee of Council have further deliberated on the subjects adverted to in the sixth resolution of the United Committees of Privileges and Education, on the 31st of March and 1st of April, 1847.

"It cannot fail to be known to the United Committees, that the regulations of Church of England Schools, in connection with the National Society, which render instruction in the Catechism of the Church of England a condition of admission to the advantages of other instruction given in such Schools, were not imposed upon that Society by the Committee of Council on Education. The maintenance of this condition has, on more than one occasion, been the subject of discussion in the Committee of the National Society, and it is material to the consideration of this subject, that a large body of the Clergy consider themselves to be under obligations of conscience to make this requirement; consequently, after repeated discussions, this rule has been maintained by the National Society, though the managers of each School are, with the concurrence of the Diocesan, at liberty to admit scholars who do not attend the Sunday School or Divine worship according to the doctrine and ritual of the Church of England.

"Under such circumstances, my Lords, having regard also to the fact that National Schools thus constituted have enjoyed the advantages derivable from Parliamentary Grants since 1833, have not considered it their duty, to make the admission of children of Dissenters into such Schools without these requirements a condition of grants, under their Minutes for August and December, 1846.

the United Committees of Privileges and Education of the Wesleyan Conference, without hesitation as to the propriety of founding Schools, by subscriptions and Parliamentary Grants, with constitutions excluding Dissenters?

Many conscientious Churchmen perceive, that this indifference to civil rights endangers the whole structure of Church Schools. The claims put forth for the creation of a system of secular education, managed by Boards elected by the rate-payers, and supported solely by School rates, are promoted by a sense of the injustice which would be suffered by the minority, if the Schools of Religious Communion were either only open to children belonging by baptism to each, or accessible on

“Their Lordships greatly regret that the children of Dissenters are not admissible into Church of England Schools without these requirements, and they would rejoice in a change in the regulations of such Schools, providing for their admission.

“While, on the one hand, my Lords regard with respect and solicitude the scruples which religious parents among the poor may feel, to permit their children to learn the Catechism of the Church of England, they have felt themselves precluded from insisting upon a condition which might at once exclude Church of England Schools, or at least the majority of them, from the advantages to be derived under the Minutes of Council.

“Their Lordships hope, that much may be expected from a careful review of the civil and political relations of the School, which has not at any previous period been so fully acknowledged to be a National Institution. Regarded in this light, their Lordships cannot but hope that the Clergy and laity of the Church of England will admit, that the view they take of the obligations resting upon them, as to the inculcation of religious truth, must be limited by their duty to recognise the state of the law as to the toleration of diversities in religious belief, and especially in those who, on the basis of the Apostles' Creed, approach so nearly as the Wesleyan Communion do, in doctrine, to the Church of England. •

“If their Lordships should find, upon the Report of their Inspectors, that, in parishes with only one School aided by public grants, communicants of Wesleyan congregations, too poor to provide a School for the education of their children, had, under the circumstances previously related, no opportunity of obtaining such instruction without conditions which they could not conscientiously fulfil, it would be open to their Lordships to consider how, without a departure from the principles on which the Minutes are founded, they could provide for the education of such children.” *Minutes*, vol. i. 1846, pp. 23, 24.

conditions inconsistent with the rights of conscience. Moreover, in all populous parishes there are many, and in not a few a majority, who, while they would accept a system of secular education only as a last resort, have so invincible a repugnance, both to any exclusion of the laity from the management, or to any violation of religious liberty, that they withhold their support from Schools whose constitutions incorporate these errors. When, therefore, the Church has to appeal either to the public or to Parliament for a large augmentation of its resources to found and maintain Schools, either it must recognize the right of the parents to withdraw their children from any matter of instruction to which they may on religious grounds object, or it will find in its path an insurmountable obstacle to any large measure of success.

I deplore, therefore, the effort, recently made by the National Society, to render more stringent the interpretation of the terms of union as to the teaching of the Catechism, by an inquiry into the practice, in this respect, of every National School. Such a step would indeed have been most critical had the inquiry been enforced with rigour in every diocese. If the effect had been, to enforce instruction in the whole Catechism on scholars not baptized according to the rites of the Church, or to exclude them from the School, the Society could not have survived the consequences. But the inquiry itself has produced a profound impression, that the Society has yielded to influences likely to be fatal to its prosperity.

These proceedings render it more difficult for the National Society to take up such a position, as shall include both the great elements of the Anglican Communion. A National Church should be not only Catholic in its constitution and formularies, but tolerant in its spirit; and no Society can truly represent the Church, which departs either from Catholicity or from tolerance. Toleration is a word indeed now limited to ecclesiastical

usage, for in civil privileges members of all Religious Communions are equal. To neglect this fact in the organization of a system of Church Schools, deriving a large part of their support from the civil Government, is to array the ecclesiastical against the civil authority, and ultimately to render co-operation impossible. But it is not less to place the Church in opposition to that public opinion, which has become the absolute rule of modern society, and which has removed all disabilities from religious profession.

For these reasons, the late discussions as to the province of the laity in the management of Schools, which have disclosed the desire of a party, formidable by its learning and zeal, to exalt the spiritual authority of the Clergy in education, so as to subordinate that of the laity to it; and the recent effort, to render more stringent the operation of the terms of union excluding Dissenters from Church of England Schools,—appear to me disastrous. Unless some adequate remedy be found, they will not only alienate from the National Society a large part of the Clergy and laity, but they will deprive the Church, in its efforts for national education, of a large amount of public sympathy and support, which it might otherwise command.

I can conceive of a Church of England Education Society acting in so Catholic a spirit, as to comprehend all the elements of our National Communion, yet not only not indifferent to the wants of the masses without its pale, but most eager in its sympathies. Such a Society might secure the sanction of the majority of the prelates, and of men of exemplary piety, of great learning, high station, and extensive influence in every section of the Church. While it provided fully for the complete training and instruction of all baptized members of the Church, according to its doctrine, and by the aid of its formularies, it might freely offer to all, so much of that truth of which she is the witness, as they were willing to accept; protesting, if need were, that the re-

sponsibility of rejecting any part of her Divine message rested not with her. I can conceive, that instead of controverting the admission of the laity to the management of Schools, or their freedom from the control of spiritual authority, they should be invited, not simply to establish and maintain Schools by their contributions, but by the more precious and fruitful sacrifice of time, thought, and faithful solicitude. Such a Society, aiding the Executive in making the Schools of the Church efficient for all national, as well as ecclesiastical objects, might appeal with confidence for public support, and would meet with a generous response, not only from Churchmen, but from all capable of understanding that religious education, built on the ancient foundations, but freed from usurpation and intolerance, is the true modern policy.

Conducted upon these principles, in a very short period the income of the Central Society and Diocesan Boards would rise from 38,000*l.*, to at least 100,000*l.* per annum; and the money locally contributed by the laity to found and support Parochial Schools would also be rapidly augmented. But funds cannot be more abundantly collected, either for the building or maintenance of Schools, unless in their constitution the privileges of the laity are cheerfully recognized, and called into active exercise in their practical government; nor unless the Church of England School be in harmony with those principles of civil liberty, which allow no disabilities for religious opinion. Were it otherwise, society would consent practically to annul that religious freedom, to which it has given the most solemn and deliberate sanction.

It has previously been estimated, that the Religious Communion of England and Wales contribute towards the extension and support of elementary education, by subscriptions and collections alone, an annual sum¹ of

¹ This includes all forms of expenditure on buildings of Elementary and

254 *What might be raised from Subscriptions, &c.*

653,102*l.*, of which the Church collects 541,627*l.*, and the separate communions 121,475*l.*

But a further annual income of 727,891*l.* is required for the efficient support of the Schools of the Church, and 96,173*l.* for those of other communions; as well as 25,000*l.* per annum more for the support of Training Schools, and two millions and a quarter must be raised for School buildings.

My faith in the power of the voluntary principle, when it expresses, without obstruction, the force of a vigorous and generous public sentiment, is such, that I should not venture to define, by any absolute limit, what might be within the scope of its influence. But the chief occasions, on which this great principle has recently exhibited its power to promote national education, have been marked by some wide-spread alarm, excited by the apparent invasion of some position occupied by public opinion. Thus the indefinite character of the authority attributed to the Committee of Council in 1839-40, occasioned an apprehension, that the Government had conceived the design of absorbing elementary education into the province of the State; and this fear caused a considerable increase in the annual income of the National Society. In like manner, in 1843, when the education clauses of the Factories Regulation Bill were abandoned, in consequence of an opposition, in which the principle of resistance to all interference of the Government in the education of the people was then first proclaimed, 150,000*l.* were collected, as a special fund to promote education in the manufacturing and mining districts, with the aid of the Parliamentary Grant. If, either by external agitation or by the results of discussions and divisions in the House of Commons, a general apprehension should be excited, that the "plan for the establishment of a general system of secular

Normal Schools; on their maintenance, on inspection, and all charges for working the machinery of voluntary associations.

instruction in England and Wales, adopted by the General Council of the National Public School Association, March 17. 1851," might become possible, such a fear would cause an augmentation of the income of the Religious Communions for education, equal to any emergency that might arise. To "establish¹ by law a system of Free Schools, which, supported by local rates, and managed by Local Committees specially elected for that purpose by the rate-payers, shall impart secular instruction only; leaving to parents, guardians, and religious teachers, the inculcation of doctrinal religion, to afford opportunities for which, the Schools shall be closed at stated times in each week," is simply to attempt the extinction of all Schools of the Religious Communions, by subjecting them to the rivalry of rate-supported secular Schools. Even if such a plan could obtain the sanction of both Houses, I cannot hesitate to say, that it would be subjected to a defeat (disastrous to such a misdirection of national power) by the uncompromising sacrifices and exertions of the Religious Communions. Every religious man would feel, that the tyranny of such a law was an outrage on public liberty, in comparison of which the exclusive character of Church Schools was an insignificant evil.

But the National Public School Association have (as I have stated) abandoned this untenable position. They propose to admit the Schools of the Religious Communions to the benefits of the School rate, on principles which I have previously shown to be destructive to any logical coherence in a (so called) scheme of secular education. This danger is therefore at an end.

Since the adoption of the Minutes of 1846, more than five years of gradual progress have elapsed, during which the Religious Communions have entered into

¹ "Basis of the Association," as set forth in the paper the title of which is previously given, dated March 17th, 1851.

more intimate and cordial co-operation with the Government. There is now no apprehension of stealthy encroachments of the civil power on the province of religion. That co-operation is itself a means of defence against a system of secular education. It is also a living protest against the doctrine, that the State may not promote the extension and efficiency of public Schools. So much has been settled and defined, and external opposition has become so fragmentary, discomfited, and weak, that to the development of this system of separate Schools, founded by the Religious Communions in concert with the State, there now exists no power capable of making effectual resistance.

But this success has a reflex action. Such appeals to popular apprehension as were successful in 1840 and 1844 cannot be renewed. If the Religious Communions were dependent on voluntary contributions for the future extension and efficiency of their Schools, their rate of progress probably would be defined by that which has recently occurred, and this is manifestly insufficient for the great task which they have to undertake.

Now the whole sum annually raised by the Religious Communions, in subscriptions and collections, towards the building and support of all classes of Schools, is 653,102*l*. Of this, in 1851, about 91,759*l*. was expended in erecting School buildings, and a larger sum in 1847-8-9. I have already stated that the funds of the Boards of Education are chiefly expended in the building and support of Training Colleges.

In the Appendix F. will be found a table, No. I., of the number of Elementary Schools built with aid from the Parliamentary Grant in Great Britain, and the amount paid by the Committee of Council in each year from 1840 to 1852 inclusive. This will show the rate of progress in Elementary School buildings. The number

of Schools thus built¹ in 1841 was 188, with the aid of 22,777*l.* 10*s.* from Parliamentary Grants; and in 1852 the number built, enlarged², repaired, or furnished, had increased to 245, and the sum granted³ to 33,471*l.* 8*s.* 4*d.*; but in the years 1847-8-9 the⁴ average yearly number thus erected was 269, and the average amount of grant 49,796*l.* per annum.

Let us suppose that the rate of progress had nearly increased one half in twelve years, and that whereas 188 Schools were annually built in 1841, 270 (instead of 245) are now erected, enlarged, &c. every year. If we were to suppose these 270 Schools to be built, &c. at the same outlay⁵ (511*l.* 14*s.* 1 $\frac{3}{4}$ *d.* each) as 202 in 1851, they would cost 138,160*l.* 19*s.* 4 $\frac{1}{2}$ *d.*; and if the grants were at the same rate (120*l.* 16*s.* 11*d.* each), or in the whole 32,628*l.* 7*s.* 6*d.*, the annual sum now raised by subscriptions and collections would be 105,532*l.* 11*s.* 10 $\frac{1}{2}$ *d.* Let us also add one half more to the existing income, so that the average expenditure of the next eleven years may be raised by Parliamentary Grants to 207,000*l.* per annum. These eleven years would be required to overtake the existing want of School buildings. Can we then depend on purely voluntary subscriptions and collections for the additional 850,000*l.* per annum required to support efficient Schools for 1,836,562 scholars? The controversies within the Church, the want of harmony between her Schools and the principles of civil liberty as sanctioned by public opinion, and the absence of every unusually exciting

¹ In 1840, the Schools to which grants had been made in 1839, were not completed, and therefore the grants were not paid.

² It is to be observed that the numbers are swelled by Schools enlarged, repaired, and furnished only.

³ The whole outlay on Elementary School buildings in 1851, was 103,364*l.* 19*s.* 3 $\frac{1}{2}$ *d.*, of which the Government contributed 24,411*l.* 0*s.* 8*d.* The expenditure on Normal Schools was 19,875*l.* 19*s.* 11*d.*, of which 7070*l.* was granted by Government.

⁴ This special fund collected in 1844 was exhausted in 1850.

⁵ See Table No. V. General Summaries for year 1851. Minutes, vol. i., 1851-2, p. 127.

258 *Public Grants have increased private Subscriptions.*

cause for exertion, combine to forbid the hope of a more rapid rate of progress, than that which has recently occurred.

But it must be borne in mind, that even the present rate of progress is in a great degree owing to the fact, that the Parliamentary Grants have been distributed, so as to stimulate private exertions. The controversies which have attended the successive proposals to Parliament, have also provoked the most earnest efforts to collect money, for the defence of some principle conceived to be at stake. With the exhaustion of the special fund, which was raised after the withdrawal of Sir James Graham's measure in 1843, the extension of education by new buildings remarkably declined in 1849-50-51-52.

But this erection of Elementary School buildings had in 1848 attained, with the aid of the special fund, a rate of progress increasing their number by one half, as compared with 1841; and more than doubling the grants. The number of new buildings declined, from 278 in 1848, to 254 in 1849; to 285 in 1850; to 202 in 1851, and to 245 in 1852. The sum granted in aid of their cost fell, from 53,685*l.* in 1848, to 31,481*l.* in 1851, and to 33,471*l.* in 1852.¹

These facts reveal the influences, under which the recent remarkable exertions of the Religious Communion have been most successful.

For the sake of argument, let it be presumed that in the funds required for the efficiency of existing Elementary and Training Schools, and for the building and maintenance of new ones, the ensuing eleven years will be marked by a gradual increase of the resources derived annually from subscriptions and collections, until, in the eleventh year, it shall be one half more than at present; in other words, till it is augmented from 653,102*l.* to 979,653*l.* Though eleven years hence an additional income of 326,551*l.* would have been raised, a further sum

¹ Besides this, 7070*l.* was granted for the erection of Training Colleges.

of 522,513*l.* per annum would be required to provide for the efficient education of 1,836,562 scholars, besides the large annal outlay, which will be found to be required to build Elementary Schools.

We have no facts on which to build the presumption of even this rate of progress. The increase of the outlay from the Parliamentary Grant from 30,000*l.* in 1839 to 164,313*l.* in 1851, has doubtless been the immediate cause of a great growth of voluntary exertion. But, except as applied to promote the building of Elementary and Training Schools, and the provision of books and maps, the increase of this grant is not¹ an exact measure of the augmentation of income from private sources.

On these several grounds, I conclude, that, if the Parliamentary Grant were withdrawn, voluntary exertions would languish, though I can conceive that ultimately they might revive.

¹ Of the 164,313*l.* expended in 1851, 142,229*l.* consisted of grants for various purposes, and the rest was the cost of inspection and administration, and 6,019*l.* 18*s.* 6*d.* towards the general expenses of Normal Schools. The grants for buildings, books, and maps, amounted to 33,196*l.*, exclusive of 4913*l.* expended on Kneller Hall. The remainder was composed of the following items arising out of the Minutes of 1846 :—

	<i>£</i>	<i>s.</i>	<i>d.</i>
In augmenting the salaries of certificated Schoolmasters and Schoolmistresses - - - - -	15,473	14	2
In paying annual stipends of apprentices and gratuities for their special instruction - - } Stipends	59,891	19	8
- - - - - } Gratuities	18,108	1	1
In annual grants to Normal Schools } For certificated students	4,064	13	4
- - - - - } For Queen's scholars	429	1	8
" " Schools of Industry - - - - -	113	4	4
Retiring pensions - - - - -	20	0	0
Total - - - - -	<u>£98,100</u>	<u>14</u>	<u>3</u>

These classes of grants promote the efficiency of elementary education, and operate indirectly as a powerful stimulus to voluntary exertion, but they do not furnish a standard by which its development can be measured.

The annual expenditure from the Parliamentary Grant is probably now raised to 200,000*l.* per annum; and in Schools which have been enabled to fulfil the pecuniary conditions of the grants distributed under the Minutes of 1846, some addition has generally been made to their annual income from local and voluntary sources; but the amount in each case is indefinite.

That this grant has operated as a most powerful stimulus on local efforts, and has greatly augmented the income derived from this source for education.

That the conditions on which it has been distributed have also greatly increased the efficiency of Elementary Schools.

That the encouragement of education in separate Schools under the Religious Communions, partly built and supported by voluntary contributions, may afford the most complete protection to religious minorities, and to the civil rights of individuals, if the Schools now built for each fragment of faith, be open to all, on terms consistent with the rights of conscience.

That the rate of progress hitherto made in founding such Schools, and providing for their efficiency, has not kept pace with the wants of the nation, notwithstanding the increase of the annual expenditure of the Committee of Council to 200,000*l*.

That there are no facts to support the hope that, unless the amount of aid from the public resources were greatly increased, and distributed upon principles applying the greatest stimulus to voluntary efforts, the existing agencies could provide for the education of the poorer classes.

That in any large extension of public aid, security must be taken for the privileges of the laity, and the rights of conscience.

With these convictions, as to the increase of the income at present derived from subscriptions and collections, for the support and extension of an efficient National Education, I now turn to examine the question of *an augmentation of the large annual revenue now derived from School pence*.

In the table, page 155., I have estimated the present annual School income derived from these sources, as 306,375*l*. 10*s*. in Church of England Schools, and 106,668*l*. 10*s*. in the Schools of separate Communions.

Increase consequent on larger Number of Scholars. 261

I also concluded that 586,912*l.* 10*s.* more would have to be raised by this Church, and 148,946*l.* 10*s.* more by other Communion from the weekly pence of the parents of scholars, if the charge of providing an efficient education for 1,836,562 scholars were to be derived solely from the present local sources, and they were proportionately developed.

The question before us therefore is, can 735,859*l.* per annum be raised by School pence, in addition to the sum of 413,044*l.*, which I have supposed to be at present derived from this source?

There can be no doubt that a great increase of School income might be derived from School pence.

In the calculations contained in the third chapter, I have presumed that the effect of rendering the Schools of the Church of England efficient, would be to raise the average attendance of the scholars from 56 to 90.¹ The estimate of the income required for efficient education in Church Schools in the table, page 155., is founded on this almost certain result. But by examining the table, page 148., the reader will perceive that the estimate of this sum of 306,375*l.* 10*s.* derived in Church of England Schools from School pence is based on the average attendance of 56 scholars in 17,015 Schools.

If that average were raised, as it would be, by rendering the education efficient, from 56 to 90 scholars, and no higher rate of School pence were paid, the income from this source would rise at once from 306,375*l.* 10*s.* to 492,389*l.* 4*s.* An additional income of 186,013*l.* 14*s.* would thus be derived from School pence in Church of England Schools, from such an increase of their efficiency as would raise the average attendance from 56 to 90 scholars. This result would occur, without any augmentation of the rate of the weekly payments of the parents of scholars.

I have not included, in the estimate of the additional

¹ Vide ante, p. 133.

sum to be raised by the separate Communion, any charge for educating a larger number of scholars. If the increased efficiency of these Schools were attended with an augmentation of the number of their scholars, that would add to the whole estimate of increased charges, and part of this additional sum would in like manner be derived from School pence. But I had no data, on which to arrive satisfactorily at such a conclusion, as that adopted with respect to Church Schools. Having thus omitted an increase of the number of scholars, in the estimate of the expenses attendant on an improvement of the existing Schools of the separate Communion, I must also omit the income, derivable from the pence of such scholars, in calculations as to the sources whence the necessary revenues could be derived.

The additional annual income required from School pence being thus, in Church of England Schools, reduced from 586,912*l.* 10*s.* to 400,898*l.* 16*s.*, the whole augmentation of revenue necessary from this source would fall to 549,845*l.* 16*s.* Can this sum be obtained by an increase of the rate of the weekly payments of the parents of scholars?

The present rate of payment in Church of England Schools¹ averages about 1½*d.* per week, and in the Schools of the separate Communion² about 1¾*d.* It is impossible to separate the question of an increase of these rates of School pence, from a consideration of the objects, to which the working classes devote a large portion of their wages, and the influence which education would have on such expenditure.

The late Mr. Porter³, in his Paper "On the Self-im-

¹ 306,375*l.* 10*s.*, supposed to be derived from the School pence of 955,865 children (see table, p. 148.), gives an average of more than one penny halfpenny per week for forty-eight weeks, and less than that rate for fifty-two weeks' attendance.

² 106,668*l.* 10*s.* derived from the School pence of 305,212 scholars (*ibid.*), gives an average of nearly one penny three farthings for forty-eight weeks' attendance.

³ Papers read before the Statistical Section of the British Association for

posed Taxation of the Working Classes in the United Kingdom," drew public attention, to the "very large portion of the weekly income of the classes supported by manual labor, which is expended on spirits, beer, tobacco, and snuff." "There is¹ one consideration," he says, "arising out of this subject, which is of a painful character, and which, if it were hopeless of cure, would be most disheartening to all, who desire that the moral progress of the people should advance with at least an equal force with their physical progress; it is, that, among the working classes, so very large a portion of the earnings of the male head of the family is devoted by him to his personal and sensual gratifications. It has been computed, that among those whose earnings are from 10s. to 15s. weekly, at least one half is spent by the man, upon objects, in which the other members of the family have no share. Among artisans, earning from 20s. to 30s. weekly, it is said that at least one third of the amount is in many cases thus selfishly devoted. That this state of things need not be, and that, if the people generally were better instructed as regards their social duties, it would not be, may safely be inferred from the fact, that it is rarely if ever found to exist in those numerous cases, wherein earnings, not greater than those of the artisan class, are all that are gained by the head of the family, when employed upon matters where education is necessary. It would be monstrous to conceive of any man whose lot is cast among the easy classes, that he should exhibit such a degree of selfish indulgence; and if such a case were found to exist, the individual would be execrated as a monster of brutality. Take even the case of a clerk, with a salary of 80*l.* a year—a small fraction beyond 30s. per week—and it would be considered quite exceptional, if it were found

the Advancement of Science, at its meeting in Edinburgh, August, 1850.
By G. R. Porter, F.R.S.

¹ Page 3.

that anything approaching to a fourth part of the earnings were spent upon objects, in which the wife and children should have no share. The peer, the merchant, the clerk, the artisan, and the laborer are all of the same nature, born with the same propensities, and subject to the like influences. It is true they are placed in very different circumstances, the chief difference being that of their early training—one, happily, which it is quite possible to remedy, and that, by means which may in many ways add to the sum of the nation's prosperity and respectability."

The following is the summary of the calculations made by Mr. Porter, as to the extent to which "the people, and chiefly the working classes, of England, Scotland, and Ireland, voluntarily tax themselves, for the enjoyment of only three articles, not one of which is of any absolute necessity."

British and Colonial Spirits	-	-	-	£20,810,208
Brandy	-	-	-	3,281,250
Total of Spirits				24,091,458
Beer of all kinds, exclusive of that brewed in private families	-	-	-	25,383,165
Tobacco and Snuff	-	-	-	7,588,607
				£57,063,230

The data on which this estimate is founded are so valuable and interesting that I have appended them in a Note.¹

¹ The quantity of spirits of home production consumed in 1849 within the kingdom was as follows:—

In England	-	-	-	9,053,676 imperial gallons.
Scotland	-	-	-	6,935,003
Ireland	-	-	-	6,973,333
Together				22,962,012*

* The quantities of home-made spirits consumed in each division of the

Mr. Porter remarks, "that the amount of money expended upon articles which, like spirits, beer, and

The duty upon which quantity amounted to 5,793,881*l*. The wholesale cost, including the duty, would probably amount to about 8,000,000*l*., a sum which would, however, be very far short of that paid by the consumers. It has been given as the opinion of several distillers who have been consulted, that the consumer pays, for every gallon of spirit used, three times the amount of the duty. Assuming this estimate, it would appear that the cost of British and Irish distilled spirits to the people of England, Scotland, and Ireland respectively, in 1849, was 17,381,643*l*., thus divided :—

England	-	-	-	-	- £8,838,768
Scotland	-	-	-	-	- 5,369,868
Ireland	-	-	-	-	- 3,173,007
					<hr/>
					£17,381,643

To this must be added the sum spent for rum, nearly the whole of which is used by the same classes as consume the gin and whisky, of which the cost is here estimated.

The consumption of rum in 1849 amounted to 3,044,758 imperial gallons, the duty paid on which was 1,142,855*l*. The class of consumers being the same, and the means of distribution nearly if not wholly identical, it may fairly be assumed that the cost to the consumer bears an equal relation to the duty with that assigned to British spirits, in which case the expenditure for this kind of spirit will reach 3,428,665*l*., making the whole outlay of the people for these two descriptions of ardent spirits 20,810,208*l*., thus locally divided :—

England	-	-	-	-	- £8,205,242
Scotland	-	-	-	-	- 6,285,114
Ireland	-	-	-	-	- 6,319,852
					<hr/>
					£20,810,208

If, for the purpose of the calculation, we assume that the population of the three divisions of the United Kingdom was the same in 1849 as it was found to be at the enumeration of 1841, the consumption per head in the year was—

In England	-	-	-	-	0·569 gallons.
Scotland	-	-	-	-	2·647 „
Ireland	-	-	-	-	0·853 „

These proportions are such as would fall to the share of each man, woman, and child throughout the land; but it must be evident that many, and

kingdom are capable of being correctly given, by reason of the different rates of duty chargeable in England Scotland, and Ireland respectively.

tobacco, are not of the first necessity, forms a measure of the prosperity of the nation, and of the ability of

especially the women and children, can count for very little in the calculation, if indeed they should not be wholly discarded from it. Adopting this latter view, and dividing the quantity consumed among the adult males in all ranks of life, as they were ascertained in 1841, the following portions would fall to the share of each:—

In England -	-	2·330	gallons, or about 2½ gallons.
Scotland	-	11·168	" " 11½ "
Ireland -	-	3·469	" " 3½ "

Brandy is for the most part drunk by persons not of the working class, as that term is generally, but somewhat arbitrarily, understood. The quantity consumed in 1849 was 2,187,500 imperial gallons, the first, or wholesale cost of which was about 546,875*l.*, and the duty paid amounted to 1,640,282*l.*,—together, 2,187,157*l.* The system of distribution is, for the most part, quite different from that used with respect to British and Colonial spirits, a large proportion being purchased in quantities of two gallons and upwards, for use in private families; so that a much smaller rate of gross profit will be required by the dealers. Some part is, however, sold at inns and public-houses by the glass, and for this portion a very high profit will be received, so that it cannot be considered an over estimate if we assume that each gallon costs, on the average, to the consumers 30*s.*, or 50 per cent., advance upon the import cost and duty. This would exhibit an expenditure for brandy of 3,281,250*l.*, which, added to the sum formerly stated, gives a total expenditure within the year for ardent spirits of the enormous sum of 24,091,458*l.*

The data at command by means of which to estimate the money spent for beer in its various forms, is not so satisfactory as that used in regard to spirits, but is sufficiently precise to enable us to approximate to the truth, within a reasonable degree of accuracy.

The number of bushels of malt subjected to duty in 1849 was 37,999,032, or 4,749,879 quarters, but of this quantity only 3,719,145 quarters is set down as having been used by licensed brewers. Of the remaining 1,030,734 quarters, the greater part was, no doubt, used by private families, and the remainder was worked up by the distillers. In order to be on the side of moderation, let us assume that only the quantity (3,719,145 quarters) used in licensed breweries was employed in making beer, and we shall find, upon the usual calculation of 3½ barrels of beer, of average quality and strength as the product of each quarter of malt, that the number of gallons brewed from the above-mentioned quantity was 435,139,965. The price at which porter is retailed to the consumer varies with the circumstances attending the sale. When it is taken away in the jugs of the buyers for consumption elsewhere, the charge is 3*d.* per quart, or 1*s.* per gallon; but when drunk on the premises of the seller, the charge is one-third more, viz. 4*d.* per quart, or 1*s.* 4*d.* per gallon—a difference of price which, considering the check upon exorbitant profits offered by the great amount of competition among the sellers, affords good evidence of the necessity of a large advance upon

the community to bear those national burthens which cannot be avoided ; a remark, the justice of which hardly

the actual cost in order to meet and cover the expenses of retail dealers. The prices here mentioned are for porter ; ale is higher in price, and is retailed at 4*d.*, 6*d.*, or 8*d.* per quart, according to its quality, which mainly depends upon the proportion of malt and hops used in its production. On the other hand, table-beer, which is very largely drunk in families, is frequently sold at a lower price than 1*s.* per gallon, but in such cases a smaller or a larger quantity is produced from a like quantity of ingredients. As no means can be found for determining the quantities of each kind and quality of beer consumed, let it be assumed, as very fairly it may be, that taking all qualities into the account, the price to the consumer is a mean between the two prices above stated for porter, viz. 1*s.* 2*d.* per gallon, and we arrive at the sum of 25,383,165*l.* annually spent by the population of this kingdom, and chiefly by the labouring portion, for beer.

It is shown by a statement recently presented to the House of Commons, that the number of persons who are engaged as producers and distributors of beer in England and Wales is as follows :—

Brewers	-	-	-	-	-	2,507
Victuallers	-	-	-	-	-	88,496
Persons licensed to keep beer-houses	-	-	-	-	-	38,070
						129,073

The quantity of unmanufactured tobacco upon which duty was paid in 1849 was 27,480,621 pounds, and of manufactured tobacco and snuff 205,066 pounds, yielding together a revenue of 4,408,017*l.* 14*s.* 11*d.* The retail price ranges from 4*s.* to 14*s.* per pound, seventeen-twentieths or 85 per cent. of the whole being of the lowest price here named, and only about 2 per cent. being of the highest quality, proportions which were stated by several respectable manufacturers who gave evidence before a Committee of the House of Commons in 1845. On the same authority we are told, that an addition is made of other ingredients in the processes of manufacture amounting to 15 per cent. upon the 85 per cent., which consists of cut or shag, and roll tobacco ; while the snuff, which comprises 13 out of 15 parts of the remainder, admits of an increased weight to the extent of from 50 to 60 per cent.

Applying these per centages to the quantity taken for consumption in 1849 we arrive at the following results :—

	lbs.		lbs.
Shag and roll tobacco, } 85 per cent. -	23,358,529	{ adding the increase, 15 per cent. }	26,862,308
Snuff of various kinds, } 13 per cent. -	3,572,480	{ adding the increase, 55 per cent. }	5,537,344
Segars, 2 per cent. -	549,612	(no increase) -	549,612
27,480,621		32,949,264	
Manufactured when imported		-	205,066

So that the quantity for which the public pays as tobacco and snuff is

33,154,330

admits of question: but it would by no means follow that the diminished use of the three articles named would afford proof in itself of lessened means of comfort on the part of the working people, and of diminished prosperity in the nation generally. On the contrary, if it were seen that, as respects gin and whisky, the $2\frac{1}{2}$ gallons con-

The retail prices, obtained from a respectable shop in a leading thoroughfare in London, at this time (June, 1850) are—

Good shag	-	-	3d. per oz.	Prince's mixture	-	6d. per oz.
Best ditto	-	-	3½d. "	Brown rappee	-	4½d. "
Bird's eye	-	-	3½d. "	Pale Scotch	-	4d. "
Returns	-	-	3½d. "	Ditto best	-	4½d. "
Cavendish	-	-	4d. "	Black rappee	-	4d. "
Knaster	-	-	6d. "			

The average price of the six qualities of tobacco here given is at the rate of 5s. 2d. per lb., and that of the five qualities of snuff is 7s. per lb. The great bulk of the consumption falls upon the lowest priced quality of tobacco, which is 3d. per oz., or 4s. per lb. It cannot therefore give an exaggerated view of the sum expended for this article, if we assume that lowest price as being paid for the whole. In regard to snuff, a larger proportion of the whole than in the case of tobacco is used by the middling and easy classes, to whom the difference of a penny in the price of an ounce of snuff cannot be any object, and who rarely, if ever, will buy the most inferior quality. The prices, it will be seen, run from 5s. 4d. to 8s. per lb.: if we take the mean of these two prices as the average of the whole, *i. e.* 6s. 8d. per lb., we shall probably be within the mark. At these rates, the cost to the consumers generally will be as follows:—

26,862,308 lbs. tobacco, at 4s. per lb.	-	-	£5,372,461
5,537,344 lbs. snuff, at 6s. 8d. per lb.	-	-	1,845,781
549,612 lbs. English-made segars, at 9s. per lb.	-	-	247,325
Total for British manufactured	-	-	£7,465,567
205,066 lbs. foreign manufactured, at 12s. per lb.	-	-	123,040
Total value as paid by consumers	-	-	£7,588,607

which amount would yield about 50 per cent. above the cost of the tobacco as imported and the duty paid thereon, a moderate increase to defray all the expenses of manufacture, and the charges attendant upon the retailing of an article, nearly the whole of which is paid for in copper coins. There can be no reason to suspect that the amount can be at all overcharged, which leaves no larger margin than this for the gross profits of 209,537 persons, the number which in the year 1848 took out and paid for licences, to deal in tobacco and snuff, in addition to 642 persons licensed to manufacture these articles.

sumed in the year in England—the $11\frac{1}{2}$ gallons so consumed in Scotland—and the $3\frac{1}{2}$ gallons consumed in Ireland, by each male adult, were diminished to one-half of these proportions, while a larger sale should be effected of sugar, of tea, of articles of decent clothing, and of other matters whereof the females and children should be partakers, there can be no disputing about the advantageous nature of the change, and but little ground for asserting that the general sum of prosperity was lessened. The probability, on the contrary, is that money thus expended would afford greater means for employment throughout the country in other branches of industry, and thus open additional sources of prosperity to all.”

The nation is improving not merely in its physical condition, but an amelioration of manners and habits is taking place, which will probably lead to the changes in consumption thus alluded to by Mr. Porter.

In 1830 the beer duty, amounting to 3,000,000*l.*, was abolished, and since 1846, the price of barley has fallen about 10*s.* per quarter. In 1831 the quantity of malt which paid duty in the United Kingdom was 37,390,453 bushels, and in 1851 it was 40,337,000, being an increase in twenty years of little more than 8 per cent. The population had however, within the same time, increased by about 24 per cent., so that, in fact, the consumption of malt has virtually declined by 16 per cent.

While this diminution was occurring in the consumption of fermented liquors, the wholesome beverages which do not inebriate were becoming more generally articles of domestic consumption.¹ In 1831, the consumption of tea was 30,000,000 pounds, and in 1851 it was 54,000,000, an increase of 80 per cent., which is 36 per cent. beyond the increase of population, and tenfold the increase which took place in malt! The consumption of coffee in 1831 was 21,747,813 pounds, and

¹ See an article in the “*Examiner*,” Dec. 18. 1852.

in 1851 it was 32,564,163 pounds, an increase of 50 per cent., being above six-fold the increase which took place in malt. It has been the same with cocoa, of which the consumption in 1831 was about 1,000,000, and in 1851 above 3,000,000 pounds.

All this while the duty on malt had been the same, namely, about 60 per cent. on the value; and it must not be forgotten that in the year immediately preceding that first quoted year 1831, the sum of 3,000,000*l.* of tax had been taken off malt in the shape of beer duty. On the other hand, for the first three years of the period, tea had been subject to a monopoly, equivalent, with duty, to a tax of 300 per cent. on its value. It was then subjected to a duty of 2*s.* 1*d.* a pound, and for some years back to one of 2*s.* 2½*d.*; equal to an *ad valorem* tax of 218 per cent. on common teas.

From all this, it seems a matter of no doubt whatever, that, abating 8 per cent., no less than 24,000,000 pounds of tea, 10,000,000 pounds of coffee, and 2,000,000 pounds of cocoa, have absolutely taken the place of beer and spirits in the general consumption of the inhabitants of these kingdoms.

I have not been able to examine the comparative consumption of tobacco and spirits in the same period. But the facts selected are sufficiently significant of the influence of an advancing civilization, in weaning the ruder portions of the population from gross and degrading habits, and gradually raising them to a sense of their higher domestic and social duties.

The progress of this development in the intelligence, and improvement of the moral and religious condition of the great mass of the working classes, would be accelerated by an efficient system of national education. It would also react upon the Schools by bringing the solicitude of a Christian people to the task of training their children at home, as well as by public education. Moreover, in proportion as this great social

change advanced, a continually increasing proportion of the vast revenue of fifty-seven millions now annually expended on spirits, beer, and tobacco, would be devoted to domestic comfort, and to the higher objects of human existence. Among these, the support of the elementary School in the highest degree of efficiency, would claim its share, in the new appropriation of the earnings of the classes supported by manual labor.

At a very early period, the present rate of weekly payments to Schools might be raised to an average of 2*d.* per scholar.

This, in Church of England Schools, would cause an augmentation of the annual income from this source of one-third, or 102,125*l.*, and in the schools of the separate Communions, of one seventh, or 15,238*l.* 7*s.*, or a total increase of 117,363*l.* The whole additional annual revenue required from this source would thus be reduced to 432,483*l.*

If the School pence were raised to an average of 3*d.* per week, this increase of one penny, paid by 1,836,562 during forty-eight weeks in the year, would yield 367,312*l.* 8*s.*, leaving a sum of 65,170*l.* still deficient in the income to be derived from this source.

But even at the present low rates of payment, a very large proportion of the children of the poorer classes are not sent to School. For example, it was shown in evidence by the Rev. C. Richson, before the Committee on the Manchester and Salford Boroughs' Education Bill ¹ (pp. 18. 36, 37.), that there is in Manchester and Salford accommodation for 41,496 children, in buildings opened for the reception of day scholars, whereas only 21,795 attend, and that there was also room for 14,685 scholars

¹ See Table II. in Appendix F., extracted from "Educational Facts and Statistics of Manchester and Salford, being a summary of some of the most important statistical tables presented in evidence before a Committee of the House of Commons on Manchester and Salford Education, May and June, 1852, with notes thereon, by the Rev. C. Richson, M.A.," p. 6.

in buildings used only as Sunday Schools. Mr. Richson remarks¹, "out of this vast amount of School accommodation (reckoned at the estimate of one child for every six square feet of area), only *one third* is yet brought into use; the remainder being unused, chiefly from the want of scholars." Moreover, notwithstanding these facilities, "it appears"² that, "in respect to Day School attendance at the present time, it is worse than it was seventeen years ago; inasmuch as, from 1834-5 to 1851, Day School attendance, considered in relation to the population, has decreased from 1 in 10 $\frac{2}{3}$ to 1 in 13 $\frac{3}{10}$." But that which is still more important, in connection with the question of the probability of deriving 3*d.* per scholar from the weekly School pence paid by the poor, is the following result of the inquiries instituted by the Manchester and Salford Education Committee, and of the Census returns, as compared by Mr. Richson.³ "It has been stated," he says, "in evidence (pp. 360. 391.) that about '54,670 *children belonging to the labouring classes, whether employed or not, are not attending Day Schools*, and that no reason has been alleged, that ought to be considered satisfactory, why 'one half at least' of that number ought not to be in some School receiving education.' It is indeed highly probable, that, at the present time, there are not fewer than 20,000 or 30,000 children of the labouring classes kept from Day School, without being in employment or detained at home through sickness, domestic need, or any other sufficient cause, and who ought therefore to be gathered into School." In order to determine with some approach to accuracy the causes of this absence from the Day School, the Local Committee carried out, by means of its agents, an inquiry from door to door, the general results of which, as extracted from Mr. Richson's evidence, are collected by

¹ "Educational Facts and Statistics," by Mr. Richson, p. 6.

² See Table and Note No. III. in Appendix F., both extracted from *Ibid.*

³ See Table and Note No. IV. in Appendix F., extracted from p. 10. of "Educational Facts and Statistics."

him in a table printed in Appendix F.¹ From the inquiry it appears, that 17,426 families, comprising 36,257 children, between the ages of three and fifteen years, were visited. Of these 5,153 children were at work, 14,197 attending School. But² “out of 31,374 children between three and fifteen *not at work*, 39 per cent. were kept from the School on account of the alleged inability of the parents to afford to pay the School fees. Probably in many cases this inability was induced by the improvidence or intemperance of one or both of the parents: but, be this as it may, 12,067 children out of 31,374 were found among the labouring and poorer classes deprived of education, as the consequence of the poverty or misconduct of their parents.”

Can we then, with these facts before us from the metropolis of manufacturing industry, hope, that the labouring classes, even in those seats of trade where they are in receipt of the most abundant earnings, should at an early period consent to tax themselves to the extent of nine-pence or one shilling weekly, for the education of their children?

But the condition of a large part of the rural population is such, as absolutely to forbid at present such a deduction from the subsistence of the household. Families with an income varying, in different counties, from seven³, to ten⁴, or even twelve⁵ shillings per week, cannot be expected to support six persons on these earnings, and to pay ninepence or one shilling out of them, for the School pence of the children.

In the Census of 1841, the “agricultural class⁶” formed “not quite eight per cent. of the population.”⁷

¹ See Table No. V. in Appendix F.

² Educational Facts and Statistics, p. 11.

³ Dorsetshire, and parts of Suffolk and Essex, &c.

⁴ Norfolk and the Midland Counties.

⁵ Kent, Surrey, Yorkshire, Lancashire, and Middlesex.

⁶ Occupation Abstract, Part X. England and Wales, p. 14.

⁷ Census, 1851. Tables of the Population and Houses. The total persons in England and Wales is 17,922,768. See p. 2.

In the great towns of England there is also a large class of the poor, who have the most precarious means of subsistence. In the back courts, alleys, garrets, cellars, lodging-houses, and single rooms of the great cities festers a class which hides from the public gaze, as well as it can, the misery consequent on misfortune, feeble health, want of energy of character, idleness, improvidence, neglected education, vicious example, reckless misconduct, the pollution of evil associates, and crime. This is the class, which in London migrates daily from St. Giles and Spitalfields¹ to the casual employments of the docks; fills the town with costermongers; is represented by the squalid children swarming like ants in that worst school the street; who are found by the police² lying promiscuously in heaps on the foul floors of the lodging-houses, or by the Poor Law Inquirer³ with four looms, four hammocks, a fire-place, a bench, and two stools in one small room, which is the home of a husband, a wife, their children, and one or two journeymen weavers. The trades, in which the wages are reduced by competition to the lowest sum on which human existence can be sustained, yield part of the resources of this class. It comprises the slop-workers, hand-loom weavers, hair and bristle sorters, and a great number of similar employments⁴ on which wretched beings starve, though they work fourteen hours daily. Now, for this class, a large deduction must be made from those concerning whom any hope could, for a long period, be entertained that they could pay even the present rate of School pence.

Besides these classes, the poor who are so indigent as to be in receipt of out-door relief must be comprised,

¹ See Report by the Author on Spitalfields. Poor Law Commissioners' Annual Report for 1837.

² Report of Captain Hay on the operation of the Common Lodging House Act, 10th Dec. 1852. House of Lords, No. 43.

³ See Report on Spitalfields, April, 1837.

⁴ See Mayhew's London Poor.

School Pence of Indigent to be paid by Guardians. 275.

among those from whom no School pence could be expected. In the note below¹ I have enumerated the children under sixteen belonging to the several classes of paupers, who were in receipt of out-door relief on the 1st July 1851, and the 1st January 1852, in 597 Unions, comprising a population of 15,428,116. The mean number may be regarded as in receipt of relief during the year. If this mean 267,089 be increased proportionately to the whole population of England and Wales, there were in 1851-2 no less than 307,238 children under sixteen so indigent as to be habitually in receipt of out-door relief, either as orphans, or as part of the families of paupers. Now, if we were to presume, that one-half of these children on the average ought to attend School (which, seeing that they are without work, is a low estimate), there would be 153,619 children who, at a charge of 2*d.* per week for 48 weeks, ought to pay 61,447*l.* 12*s.* per annum, but who are too indigent to pay any thing. If three-fifths ought to be at School, they would at the same rate pay 73,736*l.* 15*s.*

On the calculation that 3*d.* per week should be paid,

¹ The number of children comprised in the several classes of out-door poor relieved on the 1st July 1851, and the 1st January 1852, and the mean of these two numbers, were as follows in 597 Unions in England and Wales, comprising 15,428,116 inhabitants:—

	1st July, 1851.	1st January, 1852.	Mean.
<i>Able-bodied.</i>			
Children of adult males, under 16, relieved in cases of sudden and urgent necessity, sickness, accident, or infirmity, or of a funeral, or on account of want of work, or other causes	67,339	69,676	
Children under 16 dependent on widows	121,639	119,989	
Illegitimate children	5,536	5,478	
Children whose parent is in gaol	5,183	5,271	
Children of soldiers, sailors, and marines relieved	991	978	
Children of families the father of which is non-resident	8,826	8,515	
<i>Not able-bodied.</i>			
Children under 16 relieved with parents	26,478	44,679	
Orphans, or other children under 16, relieved without parents	16,441	16,608	
Children under 16 of lunatics, insane persons, and idiots	258	283	
Total children under 16	262,691	271,487	267,089

one-half would of course have to be added to each of these sums.

This grave deficiency, in the annual resources of Schools from School pence, might obviously be compensated, if the guardians of the poor were required to pay at the rate of twopence at least, per week, for the education of every child whose parents were in receipt of out-door relief, or who was himself thus dependent. The parent or nearest friend might select the School, provided that he were at liberty to withdraw the child from any matter of instruction to which he might on religious grounds object.

Thus, with respect to these and other indigent classes, necessity compels us to seek other means of support for Schools, besides those of voluntary contributions.

The resources derived for public education from subscriptions, collections, and School pence, have in other respects a common character of uncertainty. They are liable to be affected, by those crises in manufacturing and agricultural prosperity, which, while they compel the capitalist to retrench and to limit his charities, render the condition of the labourer full of anxiety, if not of suffering. Such crises are attended with the failure of firms, the breaking up of manufacturing establishments, diminution of employment, reduction of wages, or complete destitution of work. They sweep away like a flood the result of years of labour and anxiety. The School perishes like the manufactory, and can only be again restored by slow and painful efforts.

Even in the fairest periods of prosperity, the School income derived from these sources is precarious. Dr. Hook¹ graphically describes the humiliating course of canvassing for subscriptions, which has become the most harassing, but unavoidable, duty of the clergy. The in-

¹ Letter to the Bishop of St. David's.

spectors report the undue sacrifices made by parochial ministers, from small stipends, to support schools in rural districts. Even many laymen who are most earnest in promoting, by large subscriptions and personal exertions, the education of their poorer neighbours, feel that it is an evil that this charge should fall on themselves alone; for, by exhausting their charitable resources, it limits within a narrow circle that influence, which might otherwise be wide in its sphere like the light. Every statesman is conscious that, to tax the benevolent only, is the worst form of inequality, in the incidence of public burthens. One earnest man often thus bears the charge of a whole parish. A generous landed proprietor supports the School, which educates all the children of a purely manufacturing population, none of whom are his tenants or dependents. Or, an enlightened mining or mill proprietor may found and support Schools, in which the children of the occupiers of farms and the labourers in the same parish are educated, without any adequate contribution from the owners of the soil. These inequalities ought not to exist. It is not sufficient to answer, that they will cease when all men are actuated by a sense of the duties of their station, as members of a Christian commonwealth. Such a form of society has great collective duties. A Christian government cannot permit its citizens to be cradled in ignorance; nurtured by bad example in barbarous manners; brought up without faith and without hope: rude and miserable, the support of sedition, the prey of demagogues, the element of popular tumults, the food of the gaol, the convict ship, and the gallows. A Christian commonwealth cannot wait till the indigent are in comfort; till the Arabs of our great cities are settled and at rest; till the corrupted and ignorant are so far weaned from gross sensual indulgence, as not to waste the School pence of their children on beer, spirits, and tobacco. Nor can it postpone its aid until the physical condition of every part of our labouring population is such, as to enable

them to provide for the instruction of their children without suffering. If the recklessness of the desperate; the sensuality which is the characteristic of a rude material life; the ignorance which no school has corrected; the apathy never disturbed by faith; the dark despair never penetrated by a ray of spiritual hope, are not fruitful sources for School-income; are the wretched to be denied the remedy for these evils, because of some barren speculation as to the province of the State in Education? Is society to continue to pay upwards of two millions¹, annually, for the repression of crime, and five millions for the relief of indigence; because, though this outlay is derived from compulsory assessments, the consciences of a minority would be afflicted, if a remedy for these chronic social distempers were purchased by the same means?

It is the distinction of arbitrary governments that, when directed by a powerful intelligence, they afford prompt and efficacious means for the execution of the measures which a provident wisdom dictates. Nothing would so certainly discredit representative institutions, as that popular minorities should obtain a collective power, to obstruct the civilisation which they are incompetent to establish. Yet the question of National Education in the United Kingdom has exhibited the lamentable spectacle, hitherto, of such minorities triumphant over the collective will of the nation as represented in Parliament. Are we then to be governed by minorities, or by the three Estates of the Realm? A wise government cannot permit the education of the people to pass entirely from its influence, into whatever hands are ready to attempt to mould the youth of this country to their own ideal. Shall the priests of Johanna Southcote, at Ashton-under-Line, and the Mormonites, throughout our manufacturing and mining districts, be free to build

¹ See the School in its relations with the State, the Church, and the Congregation, pp. 18, 19. Also Appendix C. *ibid.*

and maintain Schools, and the government of a Christian state be excluded from every form of interference? Yet such is the doctrine of the purely voluntary party. According to them, Christendom itself, could it be organised into one great empire, ought to have no collective power to rescue the ignorant heathen of its peoples, from the brutish sensuality which is without God.

If we may analyse such a formula, these are its elements: All remedial agencies by which the condition of mankind may be improved, through the medium of their intelligence or moral nature, are so inseparable from the relations of conscience to the spiritual world, that they can only be the acts of individuals, or of voluntary associations. Therefore, Government, because it may not interfere with conscience, is excluded from all action, excepting that of the repression of crime and the relief of suffering. The State has not only no collective religious character, but, inasmuch as the true basis of all morality is religion, it has no essentially moral character. It protects persons and property, and upholds the national security for economical or prudential, as distinguished from moral, reasons. It is the soldier, the policeman, the bailiff, the sheriff's officer of the national will, and that will is directed by whatever morality and religion exist in the nation. But the State has no morality, just as it has no religion. It is not even a moral agent, but only the agent of a moral nation. The Government may not, therefore, employ any moral machinery. Colleges and Schools are institutions, which develop the intelligence, and so "mould the mind of the nation," and because of this power, they are instruments of tyranny, when promoted or supported even partially by the State. Education is, therefore, the function solely of individuals and voluntary associations. This is the doctrine of the voluntary party.

It is nothing, in the appreciation of its advocates, to say that it is impracticable. Who could repeal the

Royal Grants, Charters, Acts of Parliament, Collegiate Statutes; large public endowments derived from national resources, and the facilities afforded by law, which represent collective acts of the national will for the promotion of public education? They exist; shall they be annulled? Are the buildings of the universities and endowed Schools to be transferred to the voluntary party, and their resources absorbed into the national revenues, like those of the monasteries, or employed to saturate the appetite of greedy courtiers and place-hunters?

If this cannot be done, can the voluntary party satisfy the nation, that they are competent for their task, by building Schools in every parish, and supporting them in complete efficiency, from purely private benefactions, and the pence of the poor? I have shown how hopeless such an enterprise would prove. The intelligence and wisdom of the nation are equal to the imposition of a sufficient amount of taxation, for this object, by the forms of law. But the poorer classes are not so civilized as to do their part in this work; nor have the middle classes shown, that they could, within any reasonable period, forget their intestine strife, or make separate effectual efforts for this end.

But to prove this doctrine impracticable, is nothing to its advocates. Their motto is, — *Fiat justitia, ruat cælum*. Those wedded to impracticable abstractions are generally blind to the consequences of their dogmas. What is a century of indigence, crime, and heathenism, in comparison of a rigid adherence to a pure theory? *Magna est veritas, et prævalebit*. The ultimate triumph of their truth is enough, though millions may suffer, through an age of delay. An empire may waste its resources on forms of repression and relief, the greater part of which might have been converted into remedial agencies, but empires are only police and not moral agents. They may perish from the want of morality. Such a fate is better than any height of prosperity, pur-

chased by an invasion of the province of the voluntary agencies of society.

Does not the absurdity of such conclusions awaken a suspicion of the soundness of the theory. Is Government, then, in no sense a moral agent? May it incarcerate criminals, and separate itself, as an impassive spectator, from all the festering moral pollution of the common wards of the old prison, and the terrible agonies of the separate cell? Has it no message of peace and redemption entrusted to it by Him, who said to the penitent thief upon the cross, "To-day¹ shalt thou be with me in paradise." Are the Howards and the Frys alone to convey this message? Or is the workhouse merely a pauper farm, where certain human animals are fed at the least cost to the parish, till, nailed between rough boards, their bodies are buried like dogs by the sexton and the beadle? Is this a Christian household, or a pauper *barracoon*? Can the State separate itself from certain grave and high responsibilities, as to the spiritual future of these unfortunates? Are the children to remain ignorant and rude; the adults, servile or disaffected helots; the aged, torpid expectants of a grave without hope? Are the Army and the Navy to be disciplined in the terrible array of war, for the destruction of human life, with every animal energy centupled in force, by death-like engines, by organization, and the maddening sympathy of numbers? But is no still small voice to whisper "Blessed are the meek: for they shall inherit the earth. Blessed are the merciful: for they shall obtain mercy. Blessed are the peace-makers: for they shall be called the children of God"?

If these are conclusions which no one can adopt, where is the moral agency of the State to stop? Apparently, Government cannot separate itself from responsibility for the mental and moral condition of the criminal, pauper, and military population.

What is the distinction between the reckless indigent classes out of the workhouse and those within its walls? They are both within the reach of voluntary agency. The City missionary may penetrate to both. But has Government a responsibility for the moral depravity and mental incapacity of the one, which it in no degree partakes with respect to the other? Such an argument is obviously untenable; I have already quoted the formula in which Dr. Vaughan embodies the doctrine, which falls into none of these absurdities and inconsistencies. "Government,"¹ he says, "MAY be a moral teacher to the extent that it MUST be a moral administrator."

¹ No. XII. British Quarterly Review, August 1847, p. 270.

CHAP. VI.

THE FUNCTIONS OF THE CIVIL GOVERNMENT IN THE EDUCATION OF
THE POOR.*The Mode of extending the Aid of the State so as to stimulate
Voluntary Contributions.*

THE preceding chapters have demonstrated that, though voluntary contributions have provided in part for the education of the poorer classes, the Schools thus founded are to a great extent without suitable buildings; a large part of the population of a School-age does not attend them; and the great majority of the scholars still receive meagre and unskilful instruction.

The rate of progress in the erection of new School buildings, in the foundation of Training Colleges, in the settlement of well-trained teachers in charge of Schools, in the apprenticeship of pupil teachers, and the increase of the number of trained assistants, has received a great impulse from Parliamentary grants, which have now provided for an annual¹ expenditure of about 200,000*l*.

¹ The expenditure from the Parliamentary grant for 1852 was,

	£	s.	d.
Towards the erection and enlargement of Elementary Schools - - - - -	33,471	8	4
Towards the building of Training Schools - - - - -	15,996	18	5
Towards all objects contemplated under Minutes of 1846, viz.			
For books and maps - - - - -	£ 2,645	18	10
For augmentation of Teachers' salaries - - - - -	16,975	9	10
For stipends of Pupil Teachers, and gratuities for their instruction - - - - -	79,587	0	5
For the support of Training Colleges - - - - -	17,545	3	11
To Schools of Industry - - - - -	191	10	2
For retiring pensions - - - - -	70	0	0
	117,015	3	2
The expenses of inspection and of administration - - - - -	22,373	2	5
Total - - - - -	188,856	12	4

The estimate submitted to Parliament for the expenditure (under the Minutes hitherto sanctioned) in the year 1853, is 213,000*l*.

But, notwithstanding the accelerated rate of progress caused by these grants, there is no prospect that without further aid from the public resources, the education of the poorer classes would become general and efficient within a reasonable period.

The whole of the calculations contained in Chapter III., as to the demand for the supply of new teachers; the power of the Training Colleges to absorb the supply of Queen's Scholars¹; and the increase of the number of assistant teachers² depend on the support of the present rate of progress, which could not be accomplished without a corresponding increase in the Parliamentary grants. The whole machinery of the Training Colleges, and of the apprenticeship and Queen's scholarships would come to a dead-lock, if this aid were withdrawn, and would be almost fatally embarrassed without its increase.

Moreover, there are measures which naturally flow from these arrangements, and which have been always foreseen, without which some of the public resources would be diverted from the education of the people. Such, for example, are new Minutes to provide for the employment in Elementary Schools of pupil teachers, who complete their apprenticeship, but do not obtain Queen's scholarships.³

No one will pretend that the whole of the existing new phenomena of elementary education could have been created, in thirteen years, unless society had been stirred by the elemental throes, which the successive acts of Government have occasioned. Nor, unless the collective will of the nation had received an expression in Parliament, and through the executive, could the great separate forces at work have been combined into any harmony of action. Every principle has been subjected to the most rigorous trial. But, in this ordeal,

¹ Vide ante, p. 129.

² Ibid. pp. 132, 133.

³ Ibid. p. 130.

every principle has put forth its strength. What has been accomplished has served to reveal the comparative force of those great agencies, by which the new creation of an educated people is to be wrought.

May it not be said, that the Executive Government have now vindicated their right to promote the education of the poor? The successive steps by which they have allowed the collective power of the nation to be brought into play, have exhibited the greatest forbearance. A wise deference¹ to the will, even of influential minorities, has caused them to withdraw plans which would certainly have secured the sanction of Parliament. Their measures have been adapted to that expression of the popular will, which had occurred through the various Religious Communions. They have shown such respect to the freedom which voluntary action gives to minorities, as to build the whole fabric of public Schools on this foundation. They have striven to protect the rights of conscience, not only by admitting every fragment of faith to the benefits of the parliamentary grant, but also, by seeking to establish the right of the parent to determine and guide the religious training of his child. They found elementary instruction low in its aims, meagre in its outline, conducted by untrained and unskilful teachers, and their first act was a proposal to found a Normal School, in order to make it efficient. Baffled in this design as a public act, it was nevertheless carried into execution under their sanction, and followed by the establishment of numerous Training Colleges, founded upon the plan thus introduced. They exhibited no mean jealousy of these efforts. On the contrary, they gave them the most liberal support. College after college was built with

¹ Thus the Education Clauses of the Factories Regulation Bill were withdrawn. Though supported by the Church and by both parties in Parliament, Sir James Graham and Sir Robert Peel wisely determined to do no violence to the convictions of non-conformists.

their aid. In order to feed them with trained students, the system of apprenticeship was devised in 1846. Preceding pages have recorded its growth. The apprenticeship and education of teachers alone now absorb an annual expenditure of 100,000%.¹ from the Government. About forty training colleges, built at an expense² of 140,000% from public grants will, probably, in 1854, contain nearly 1500 resident students³, and will require an income of 72,500%.

The success of this course of policy is however, not more triumphant, in the remarkable improvement of those Schools, which have been brought within its influence, than in the conciliation of the majority of the Religious Communions. Opposition to the Minutes of the Committee of Council is now confined to the two opposite extremes. One party would absorb all the resources of the State for public education, into purely spiritual corporations. The other denies that the Government is a moral administrator, and asserts that its aid, even in promoting the success of voluntary associations, is an intrusion of the secular power into a province from which it should be expelled.

In concluding the last Chapter, I showed that Government must, within a certain sphere, be even a moral teacher: and that no logical distinction separated this province of public administration from the rest, so as to render its interference a duty on the one side, and an usurpation on the other. There is a distinction between those spheres of action, in which the responsibility of education *primarily* rests upon the State, and those in which the charge is only *secondary*. The training of the children of free citizens of whatever class is a duty primarily devolving on their parents. But indigence, immorality, and incapacity may unfit them for the discharge of

¹ Vide Note to first page of this Chapter.

² Vide Note, p. 66.

³ Ibid. p. 69.

this function. In that case, education is within the scope of the Christian sympathies of neighbours and especially of a Christian congregation, which is the witness of the truth. If these fail to provide the humbler classes of the nation, with those means of civilization, which history has proved to be essential to the government of opinion, are we to prolong the empire of force over brute intelligence, because the Government may not make its subjects fit for a milder rule? If parents and religious congregations fail to educate the children of the poor, a Christian State may aid them to perform this duty, in such manner as domestic piety and religious faith may determine. The Government has also functions which it can neither delegate nor forego. It must arrest, and punish, even to the penalty of death, the violator of the law. But are English laws, like those of the ancient tyrant, to be so written that none can read, or, which is equivalent, are the ignorant to perish for the breach of what they cannot understand? Are they to continue to suffer for yielding to temptations, which they have no moral power to resist? for sensuality, from which they have not been weaned? for turbulence, which is the passionate excess of suffering and error? Is the Executive to be the rude means by which the corruptions and the crimes of society are to be extirpated, but to be without pity for the victims of its edicts—a passionless executioner? Assuredly not. Prevention is before cure, and immeasurably better than punishment. The School is a more salutary agent than the reformatory prison, and none can recal him who has experienced the last penalty of the law. The State has also charged property with security for the life of the indigent. That is not simply an act of police enabling the law to suppress vagabondage, and thus increasing the safety of society. It is also an act of moral administration. The relief of indigence is a work of Christian charity, inseparable from the highest moral sanctions and consider-

ations. It is true, that in every country in which the indigent perish, the property and life of the rich are insecure. But the moral force of society is increased, still more than its economical prosperity, by rendering its wealth a barrier against the ruinous moral consequences which ensue, on the misery of any class. Nor can the Government treat the pauper as a mere animal. The moral conditions of his being must be recognized. In charging itself with the relief of indigence, the State becomes responsible for education and religious instruction.

There is scarcely any department of the Executive in which similar moral responsibilities may not be traced. I have alluded to the administration of justice, and to the organization of the military and naval force, because the action of a central power is most apparent in them. But the municipal and parochial organization, and the county government are, in like manner, moral administrations. They have charge of the local police, the gaols, the lunatic asylums, and even, in that which is most mechanical in their spheres of action, a moral government develops itself. The paving and sewage of the streets, and the supply of water to those quarters of towns, where the poor could not protect themselves from malaria and impure aliment, are links in a chain of moral causation, indispensable to civilization. Society appears daily more sensible of these moral wants. Hence it has recently provided for the application of the parochial rates to the establishment of baths and washhouses for the poor—it has provided for the inspection of lodging houses,—and it may be hoped that, ere long, our streets will cease to be the open mart of a shameless prostitution.

The Government is therefore a moral administrator, and thus it partakes with society the responsibilities of public education. But, in fulfilling this duty it has peculiar functions. There is no voluntary society for education as jealous of the privileges of the laity as the

Parliament; as tolerant as the Law; and as catholic as the State. Civil rights are not as safe in the keeping of Religious Communions, as under the guardianship of the Executive Government. Even that characteristic of voluntary action, which provides a separate sphere for every minority, does not protect it from the dominant influence of an oppressive majority. Much less does it secure the rights of conscience to individuals. If the aid of the State could be dispensed with, its power as a moderator would be required to regulate the excesses of sectarian rivalry. In this view, the Government is a court for the protection of religious liberty, to which minorities and individuals may appeal, as equals in the eye of the law.

On the other hand, Government and the action of voluntary associations are contrasted, inasmuch as minorities may separate themselves from the latter, but not from the former. A minority in Parliament submits; but in society it becomes a schism. The submission of the minority to all acts of the legislature is reasonable, in a free representative constitution, and is indispensable to public order. The test of this submission is the payment of the taxes by which the power of the State is maintained. Nor, since Government partakes with society responsibilities for public education, would it be reasonable, that this should be the only department of public administration deriving no funds from general taxation. It is impossible to decide, that every selfish minority may require the charges of public education to be borne only by the benevolent. This would not, in such a matter, become reasonable, by the proof that it was possible. But it is both impracticable and irrational. Experience has shown, that the charge of educating the entire mass of the working classes efficiently, is too heavy to be borne by purely voluntary charity. But if this were possible, it would be as unreasonable as that the selfish should escape from their share of the public tax-

ation for the defence of the country, for the repression of crime, or for the relief of the indigent. That would be a higher condition of society, in which every citizen was so sensible of the whole of his duties, as to perform them without the force of law. The nearest approach to it is that, in which the law receives an intelligent and cheerful assent. There are some pure economists who think all charity an evil ; but is any one sanguine enough to suppose, that even the relief of the indigent could be adequately and wisely provided for by voluntary charity? Who would undertake to meet the rest of the charges of the State, by voluntary assessments? Is it then reasonable to expect, that upwards of three millions per annum should be raised by a voluntary tax on the benevolent, for the efficient education of the poor?

The interference of the Government is therefore required to promote education, by contributions from the public resources. I have already discussed many of the questions involved in the appropriation of such funds. It has not appeared just or wise, to lose sight of the origin of the elementary school in the charity of religious zeal. Its connection with religion is not, however, the mere result of tradition. It is an indissoluble union, the bonds of which are principles inseparable from the nature of education. The School has become the nursery of the congregation, and it is supported by the subscriptions of its members in aid of the pence of the parents of scholars, and to these has of late been added assistance from the public funds.

The resources of national education in England and Wales are, therefore, derived partly from compulsory taxation, and partly from voluntary charity, in aid of what the poor can afford or are ready to pay. The advantage of this system is, that it establishes for the minority two opposite kinds of security. Such minorities find, under such a system, spheres of action which it might be difficult to provide for them, if the whole

machinery of education originated with the Government, and was supported by it. But the State, as I have said, also acts as a Moderator of those excesses of religious zeal, which might interfere with the rights of conscience, or be otherwise oppressive to minorities.

Under a system which thus originates, and is chiefly supported by religious charity, no security would be afforded, that the secular instruction would be maintained at a sufficiently high standard, unless the Government, as the guardian of civil rights, make its aid conditional on the extent and efficiency of such instruction. For this purpose, under the Minutes of 1846, the stipends of Pupil Teachers, the exhibitions for the training of Queen's Scholars, and the augmentation of the salaries of Certificated Teachers are all made to depend, among other things, on success in examinations conducted by Her Majesty's Inspectors, and tested by the Examining Department in the Privy Council Office. All aid from the public resources towards the support of Schools should be administered on conditions of a like nature, and directed towards the same objects as those of the Minutes of 1846. The government of the Schools by the Religious Communions is in itself a guarantee for the prominence of religious instruction, and that the whole spirit of the School management shall train the child for the highest aims of his being. Even, if the Government took no share in the responsibility for this constitution, or for the accomplishment of these latter objects, they would not fail to be carried out zealously and effectually.

There are also objects of a purely economical and commercial nature, essential to the material prosperity of the country, of which the Religious Communions are not discriminating judges, and in which a necessity arises for the interference of the Civil power. Among these may be enumerated the expedients for the cultivation of in-

dustrial¹ art; of such mechanical² and physical instruction as are indispensable to the highest degree of success in our manufactures; of a familiarity with the domestic and social circumstances conducive to health; of a knowledge of the laws affecting the humbler classes, and the simpler principles affecting the accumulation and distribution of wealth. Even the text books for such instruction do not at present in some cases exist. But the Government can effectually promote success in such endeavours, by encouraging their creation and their use, without in any way fettering the free exercise of the national intelligence. The Department of Practical Art will, in co-operation with the Committee of Council, soon convert the Training Schools into a successful machinery, for the elevation of the taste of the great masses of the people.

¹ At a very early period of its labours, the Committee of Council directed its attention to the means, by which elementary drawing could be made part of the ordinary matter of instruction in Schools for the poor. They introduced* an analysis of form, and a scheme of instruction in drawing from models, intended as an initiatory course for the training of classes of young scholars. This method was not intended to supersede lessons in drawing from plane surfaces, or in colours. Moreover, the drawing of form was regarded only as preparatory to those higher departments in art, in which taste in form and colour develop themselves from the mechanical facilities thus to be acquired, in the low and rude region of the initiatory lessons on form. But the Committee of Council attached importance to the following elementary conditions of the instruction of the masses of the people: 1. They must be instructed in classes. 2. The teacher must be trained in the art of instruction by a synthetic or constructive method. 3. To this end a previous analysis must have been made of the matter of instruction, to enable him to proceed in *gradation* from the simplest elements to their combinations. 4. In art, that which is simplest is form, and it is also most capable of an exhaustive analysis into its elements. 5. The eye and hand are most certainly trained by drawing from models, but drawing from plain surfaces is indispensable to map and plan drawing, &c. &c. 6. For these reasons elementary instruction in art should commence, with the drawing of form from models arranged on a synthetic order.

² See the valuable manuals of Mr. Thomas Tate, now a master at Kneller Hall, published by Longman and Co.

* Manual of Drawing from Models, by the late Mr. Butler Williams, published by J. W. Parker, 445 Strand.

On the other hand, it is essential that the Government should avoid every form of interference which could discourage individual enterprise, the freedom of opinion, and the natural action of literature on the popular intelligence and taste, or of the trade in books in their production and diffusion. The Government is not an author, a holder of copy-rights, a publisher¹ of books, nor a patron of methods; much less is it to interfere in the formation of opinion, by making Schools the organs of its own doctrines. But, while it avoids such errors, it may require that the Schools shall teach, each in their own way, art; the elements of physics; of sanitary and political economy; and of parochial law.

These being the general functions of the State in elementary education, I proceed to inquire, how, consistently with these principles, the Government can most wisely promote its extension and efficiency.

The reader will have been prepared to expect, that the author does not adopt the views of those, who would discard the whole of the revenues now derived from subscriptions and School pence, rendering the Schools dependent solely on public resources. The subscriptions represent that zeal in which the schools of the Religious Communions originated. They are the measure of their respective activity, and of their claim to control the instruction of the people. Though the absence of any contribution from the poor could not deprive the parents of their right to direct the education of their children, if the means were derived from public taxation, yet their School pence render this right more apparent and incontestible. For the interests of public liberty, it is important that this form of individual freedom should be preserved from encroachment. Nor ought the opinion of the parents to be barren and inoperative. Let the

¹ I concur with the great publishing houses of London in their objections to any sale of the books of the Irish Commissioners in Great Britain, except through the ordinary channels of trade.

withdrawal of the child be attended by two consequences ; viz. the cessation of the School pence, and of any contribution¹ from the State for the education of such child. When one generation has been educated in the Schools, the opinion of those, who can thus control a large part of their income, will not fail to secure their privileges from violation, and to be influential on the diligence and patience of the teachers.

But apart from these considerations, a weekly payment from the parents of scholars is that form of taxation, the justice of which is most apparent to the humbler classes. Every one who has even an elementary knowledge of finance is aware, that no tax can be very largely productive, from which the great mass of the people are exempt. Those taxes which are most fruitful affect articles consumed by the entire body of the working classes. To shift the burthen of the School pence to a tax on spirits, tobacco, barley or malt, would be an evasion unworthy of a statesman, embarrassing to the revenue, productive of ultimate discontent, and otherwise demoralizing.

The moral advantage of a Tax on the poor in the form of School pence is, that it appeals to the sense of paternal duty. It enforces a lesson of domestic piety. It establishes the parental authority, and vindicates personal freedom. The child is neither wholly educated by religious charity, nor by the State. He owes to his parents that honor and obedience, which are the sources of domestic tranquillity, and to which the promise of long life is attached. Let no one rudely interfere with the bonds of filial reverence and affection. Especially is it the interest of the State to make these the primal elements of social order. Nor can the paternal charities of a wise commonwealth be substituted, for the personal ties of parental love and esteem, without undermining society at its base.

¹ This would occur if the contribution from local rates or from the public funds were made at a certain sum per scholar.

The parent should not be led to regard the School as the privilege of the citizen, so much as another scene of household duty. Those communities are neither most prosperous, nor most happy, in which the political or social relations of the family are more prominent than the domestic. That which happily distinguishes the Saxon and Teutonic races is, the prevalence of the idea of "*home*." To make the households of the poor scenes of Christian peace is the first object of the School. Why then should we substitute its external relations for its internal—the idea of the citizen, for that of the parent—the sense of political or social rights, for those of domestic duties—the claim of public privilege, for the personal law of conscience?

On these grounds, I would as far as possible retain the sums now derived from subscriptions and School pence towards the support of Schools, and I would apportion any further aid from the State, so as to stimulate to the utmost their productiveness.

Before considering the best mode of adapting aid from the public resources to the support of Schools, it is necessary to remind the reader, that I have estimated the outlay still required to provide School buildings for 1,836,562 scholars, at¹ two millions and a quarter. This estimate is made at a low rate for each scholar to be accommodated, but if the Grants amounted to one-fourth² of this outlay, 1,687,500*l.* would have to be raised from private subscriptions. If this burden were distributed over six years, it would entail on private charity an annual charge of 281,250*l.*, and in six years, we may expect that the increase of the popu-

¹ Vide *ante*, p. 153., where 2,185,000*l.* is calculated to be required for elementary Schools of the Church of England only. To this must be added the outlay required on Roman Catholic and other Schools held in hired buildings and churches, vide note to page 153.

² The Grants in 1851 amounted to 24,111*l.* 0*s.* 8*d.* on an outlay on School building of 103,364*l.* 19*s.* 0*d.*, which is less than at the rate of one-fourth the cost.

lation will have been such, as at least to render the same exertions requisite for the ensuing four years. During ten years from this time, therefore, an annual charge on private charity, of about 280,000*l.*, would be required to provide elementary School buildings for the population.

This fact has an important bearing on the question, whether voluntary charity can also be the source of a great increase of revenue for the support of Schools. I confess that, in the present state of the Education question, I despair of any increase, beyond this charge for the erection of School buildings.

That this is the burden which the religious communions would prefer to bear is obvious, for it appeals to their zeal, by the strong motive of connecting School buildings with all their churches and congregations. They would thus expend their resources in occupying the vacant ground, and removing every plea for the creation of any class of Schools not under their government. Funds for this object would be collected, by the existing and by new societies, to meet local subscriptions, and those places already provided with School buildings would thus become tributary to their erection in destitute districts.

These exertions might be greatly stimulated, if the Committee of Council on Education were to offer a larger rate of aid, to those districts which have no resident proprietors, on condition that the land owners, or the majority of them, voluntarily assessed themselves with a rate, proportionate to the value of their respective properties, and equal to double the amount contributed by local or general subscription. Let us suppose that the average cost per scholar¹ was 4*l.*, and that the

¹ The cost of School buildings per scholar (at eight square feet each) from 1839 to the 8th of August 1850, inclusive, was 3*l.* 14*s.* 9½*d.* From the 9th August to 31st December 1850, it was 4*l.* 6*s.* 0*d.* per scholar. From 1st January to 31st December 1851, it was 4*l.* 10*s.* 9*d.* per scholar. These

Committee of Council, after being satisfied with the tenure and position of the site—with the Trust Deed—and with the specifications, estimates, plans, and contract for the buildings, granted at the rate of two-fifths of the cost, on condition that two-fifths were raised by a voluntary rate of the land owners, and one-fifth by general and local subscription. I have no doubt, that a minute to this effect would have a powerful influence, in promoting such voluntary assessments, in parishes in which, from the absence of the proprietors, a subscription towards new School buildings would fail.

A parallel expedient would be, to give the owners and occupiers power to charge the parochial rates with a loan, to the extent of one-half the cost of the School buildings, provided one-quarter of the outlay were raised by subscription, and one-quarter derived from a grant of the Committee of Council, awarded on the ordinary conditions of satisfaction with the site, plans, estimates, contracts, and trust deed. The loan might, in such case, be granted on the same terms as those for the drainage and enclosure of estates, at the rate of $6\frac{1}{2}$ per cent. per annum for twenty-two years, when the principal would be re-paid. As the payment of the annual charge would be a burden on the annual value of property, the owners should have a right of voting by proxy, with a cumulative power corresponding to the annual value of their respective estates. The occupiers should vote in vestry with a like power. The payment of the annual assessment would rest on the occupier, but he would be empowered to recover two-thirds of the rate from his landlord.

By such expedients, the annual contributions towards the erection of new School buildings, would receive a great impulse. But it must be borne in mind, that

averages are raised by the cost of Schools in Scotland, which exceeds the average of England and Wales. See Minutes 1851-2., vol. i. pp. 135 — 137 inclusive.

298 *Average Annual Voluntary Income per Scholar.*

this public advantage would probably be purchased, by some reflex action on the amount of annual subscriptions for the support of Schools. Nevertheless, the policy of directing public benevolence to the foundation of new Schools, would appear to be wise, provided their maintenance in complete efficiency be assured by ample resources.

This consideration leads me, naturally, to examine the best mode of combining aid from the national or local taxation, with the efforts of public charity and domestic piety. In the table, in page 148., I showed that the probable cost of educating 1,281,077 scholars in an efficient manner, in the Schools of the Church of England and the separate Religious Communions, was 1,046,590*l.* 10*s.*, without including any aid from the Government. The actual average annual cost per scholar, was 16*s.* 4*d.*, or about 4*d.* per week for forty-eight weeks. Of this weekly charge, rather more than 1½*d.* was derived from the pence of the scholars, and the rest in various¹ proportions from endowments, local subscriptions, collections, and other sources.

The whole annual income required for efficient education, amounts² to 8*d.* per week for forty-eight weeks, for each scholar.

¹ In the notes to the Table, p. 148., the respective proportions of the annual income derived from these sources are estimated as follows :

	Local Endowments.	Local Subscriptions.	Local Collections.	School Pence.	Other Sources.
Church of England Schools - -	<i>s.</i> <i>d.</i> 1 4	<i>s.</i> <i>d.</i> 6 0	<i>s.</i> <i>d.</i> 2 0	<i>s.</i> <i>d.</i> 6 5	<i>s.</i> <i>d.</i> 1 4½
British and Congregational Schools	0 5	4 3	1 0	7 6½	1 1½
Wesleyan Schools - - -	0 3	4 3	1 0	7 6½	1 1½

In Church of England Schools the weekly School pence average rather more than 1½*d.* per scholar for 48 weeks, and the other sources of income amount to 2½*d.* per week. In the Schools of separate communions the weekly pence amount to 1½*d.* for 48 weeks.

² See pp. 154, 155, in which the cost of educating 1,836,562 scholars is estimated at 2,890,885*l.*, or about 8*d.* per week for 48 weeks.

The grants under the minutes of 1846, if carried into execution, at the rate of one pupil teacher for every forty scholars, would average 3*d.* per week per scholar, for forty-eight weeks.

But to render the education efficient, the sum derived from local sources, ought to be raised to upwards of 5*d.* per week universally. A provision for 1,836,562 scholars, instead of 1,281,077, would involve the diffusion of the present charitable contributions over a much wider space, and the raising of a much larger annual income from this source. For, it must be borne in mind, that the number of scholars, now in attendance in Church of England Schools, is supposed to be increased one-half, by their superior attractions when efficient. I have, in the preceding chapter, exposed the numerous obstacles to the increase of this source of income. Yet, in order to accomplish this change, without any aid from the public resources, an annual augmentation of 824,064*l.* for elementary Schools would have to be obtained from private benefactions, besides a further annual increase of 25,000*l.* towards the resources of Training Colleges.

In accomplishing this great extension and improvement in elementary education, two things would probably occur. Private benefactions, if relieved from the pressure of local claims, would be diffused so as to provide for the more general support of schools, and they would likewise both be developed where they had not existed, and rendered less precarious where they now fluctuate.

If the local resources of Schools thus came to average 3*d.* per week per scholar, about 2*d.* per week would be required from the public resources, in addition to the grants under the Minutes of 1846. The relative proportions of the several sources of income would thus probably be for forty-eight weeks in each year as follows, for each of 1,836,562 scholars: —

300 *Incidence of Outlay on Public and Private Sources.*

	£	s.	d.
From subscriptions, collections, endowments, and other sources at 1½d. per week	-	-	550,968 12 0
From School pence, at 1½d. per week	-	-	550,968 12 0
From a School rate, or from the Parliamentary Grant for Public Education at 2d. per week. Such aid to be distributed on conditions ensuring the efficient maintenance and conduct of the Schools, and the permanency of the income from private sources	-	-	734,624 16 0
From aid, in accordance with the Minutes of 1846, whether obtained from the Parliamentary Grant, (or in part from that grant, and the rest from Local rates), at 3d. per week	-	-	1,101,937 4 0
The total expenditure from all sources for the education of 1,836,562 scholars	-	-	£2,938,499 4 0

The sum which I had previously estimated would be required, for the efficient education of this number of scholars, was 2,890,885.

I state these only as general proportions. They would require modification, according to the different circumstances of town and country populations.

The aid for which the Government provided by their Minutes of 1846, exceeds in importance, both by its nature and extent, any other form of assistance which it is in their power to render.

The mode of its distribution is described in the second chapter of this volume. The conditions insure the gradual improvement of elementary education; create and sustain the necessary machinery and organization; and test its efficiency, both at every stage of its development, and constantly during its operation.

The complete fulfilment of the design embodied in those Minutes will establish, in this country, a more efficient system of public instruction for the poor, than any other nation can boast. The task of the Government is, therefore, primarily, to carry these Minutes generously into execution, and to ensure their per-

manency, not only by the sanction of public opinion, but by law.

To this end, more than one-third (six-sixteenths) of the whole outlay on popular instruction must be devoted. There are few questions of more importance than the proportions, in which this burthen ought to be borne by the general and by the local taxation respectively.

In the last chapter of a previous work¹, I showed that this outlay would accumulate slowly, for it is an exact measure of the improvement of elementary education. So long as the Minutes of 1846 could be regarded as experimental, they were very properly made subject to the control of Parliament, by being dependent on an annual vote of money. Experience has, however, already confirmed their importance, and Parliament is disposed to give them a more permanent sanction. As they are means of securing the complete efficiency of elementary Schools, it is obvious that their administration should be jealously watched by the Department of Education. For this purpose, one-half the outlay should be derived from the general taxation, and the fulfilment of the conditions of aid should be tested by the Central Department and its officers alone. But in order to awaken local vigilance, the other half might be charged on the local rates. Besides the interest thus kept alive locally, in the wise and provident administration of the public money, the tendency to rigidity, which always arises in a public department, would be modified by those local influences, which demand some elasticity in the application of general rules. Neither a purely local nor a central administration ought to be without check. The influence of the School managers is abundantly provided for in the Minutes of 1846. That, however, at present operates on the fulfilment of the

¹ The School in its Relations with the Church, the State, and the Congregation.

conditions of aid in each separate School, but in no respect on the relative distribution of the fund. Some District Board ought ultimately to exist, to which should be confided the power of local taxation within certain limits, and which should also have power to protect minorities and individuals, as well as to secure the impartial distribution of the public money.

If, therefore, besides the 2*d.* per week required in the preceding scheme to be raised by local taxation, one-half the aid under the Minutes of 1846, were charged upon the local rates, these two sums would amount to 1,285,593*l.* 8*s.* To this must be added some expense for working the local Boards.

Besides the expenses of the central administration, and the annual aid to Training Colleges, the general taxation of the country would be charged with 550,968*l.* 12*s.* for aid to Elementary Schools under the Minutes of 1846.

The charge for the erection of new School buildings, previously described, will fall more heavily on the rural districts than on towns. In the table and note No. II., in Appendix F., it appears that, including rooms at present only employed for Sunday Schools, the Religious Communion of the Boroughs of Manchester and Salford have provided accommodation in School-rooms for 1 in 6.95 of the population. Mr. Richson shows¹ that "out of 110 separate School buildings erected by voluntary effort within the last seventeen years, only twenty-four have received any assistance out of grants made either by the Treasury, or the Committee of Council on Education." Though this is attributable, to a considerable extent, to the fact, that many of these buildings were erected only as Sunday Schools, yet it illustrates the power of the voluntary efforts of society for such objects, and the direction in which the aid of government is least needed in large towns. Moreover, though

¹ "Educational Facts and Statistics," p. 3.

Provision of School Buildings in Boroughs easy. 303

it is probable, that many of the buildings now used for Sunday Schools could be only temporarily employed as Day Schools (because ill adapted, both from situation and plan, to such a use), yet they would be very advantageous during a period of transition.

From the Census returns communicated by the Registrar-General to the Committee on Manchester and Salford Education, it appears that while the number of "scholars entered on the books" as in attendance on Day Schools, of every description, was, in 1851, in Manchester, 1 in 11·60 of the population; it varied in other large towns from 1 in 8·26 in Liverpool¹, to 1 in 9·59 in Birmingham. Though many of the Schools at which these day scholars attend are either conducted by dames, or by unlettered private teachers, or are otherwise in a most unsatisfactory state of inefficiency, still these facts render it probable that the extent of accommodation in School buildings in towns,

¹ See Evidence reported by Committee of House of Commons, p. 474.

DAY SCHOLARS IN VARIOUS LARGE TOWNS COMPARED.

(From the Census Returns, Evidence, p. 474.)

Towns.	Number of Scholars on the Books.			Population, 1851.	Proportion.	
	Males.	Females.	Total.	Persons.	Per Ct.	One in
York District - -	4,898	4,045	8,943	87,116	15·65	6·39
Leeds District - -	6,902	5,766	12,668	101,343	12·50	8·00
Hull District - -	3,361	2,925	6,286	50,670	12·40	8·06
Liverpool Borough -	25,097	20,291	45,488	376,065	12·09	8·26
Birmingham District -	9,780	8,244	18,124	173,951	10·40	9·59
Manchester and Salford Education District -	19,294	14,269	33,563	390,566	8·62	11·60

This Table shows that the proportion of scholars to the population, in the Manchester and Salford District, is less than in the districts with which it is compared.

and the zeal of the religious communions in erecting new ones, are such that the erection of School-rooms and teachers' houses may be safely left to voluntary contributions, aided by the Parliamentary grant. Nor will the remaining charge for this purpose in towns prove to be a very formidable burthen, especially when their wealth, benevolence, and public spirit are taken into account.

In rural districts, the non-residence of proprietors; the want of education among the occupiers; the habits of agricultural life, which have hitherto induced extreme thrift rather than enterprise, have established a system of severe economy in all local expenditure, which is unfavourable to rapid progress in the erection of new School buildings. Yet it is in these districts that such buildings are chiefly needed. As, therefore, the charge of erecting them will fall most heavily on country parishes, it may be expedient to consider not only in what way this burthen can be lightened, but also how the pressure of the annual outlay for the support of rural Schools can be diminished.

In the small towns and agricultural parishes, no municipal organization, representing the ratepayers, like that of the town council of boroughs, exists, to which the power of making and distributing a rate for the support of Schools could at present be entrusted. The construction of such an authority also involves considerations of a delicate and complicated nature. For, unless its members were selected only from the educated classes, it may be doubted whether a rural Education Board would exercise a power of rating for the support of Schools, if entrusted to it. Some progress must be made in the instruction of the farming and other rural population, ere a self-imposed annual tax for public Schools will be practicable. The alternative of placing the power of local taxation solely in the hands of the educated classes, and depriving the mass of the ratepayers of a direct control over the imposition and the

distribution of a School rate, is opposed, by the statements which have been urged, with much force, against the present administration of the county rates, by the magistrates in quarter sessions.

The rural parishes and small towns will have to sustain a much heavier charge for new School buildings than the municipal boroughs. The progress of education in them will be slow, and their power to fulfil the conditions of public aid weak, as compared with borough towns. They have no such representation of the rate payers as would be likely to consent to local taxation, or to distribute a School rate with intelligence and public spirit. The accumulation of any public charge in such districts would therefore be gradual. The municipal boroughs will absorb, much more rapidly than the rural districts, aid under the Minutes of 1846, which provide from the general taxation an amount of assistance exceeding, in efficient Schools, one-third of the largest income required. In this respect, therefore, the borough towns will soon be in receipt of a much larger amount of aid from the consolidated fund, than the towns not incorporated, and the rural parishes. For these several reasons, it appears expedient to afford to the districts not included in municipalities, assistance towards the general expenses of the School, which may enable them to fulfil, at an earlier period than they could otherwise do, the conditions of aid under the Minutes of 1846, and thus, to approach to some equality in their receipt of benefits from the general taxation.

For this purpose a Minute somewhat to the following effect might be adopted:—

That any School now admissible to grants under the Minutes of August and December, 1846, shall be entitled to assistance towards the expenses of the preceding year, at the rate¹ of seven shillings per scholar

¹ Instead of a uniform Rate of Aid, it would probably be found desirable

in boys' schools, and five shillings per scholar in girls' schools, on the fulfilment of the following conditions:—

1. That the income of the School in the preceding year, from endowments, subscriptions, collections, and school pence, shall have amounted to fourteen shillings per scholar, without including the annual value of the teacher's house or other School buildings.

2. That every scholar who has attended, on the average, four days per week during forty-eight weeks, or 192 days in the year, shall be reckoned in the attendance by which the amount of the income and the grant are determined.

3. That one penny per week, at least, shall be paid for the education of every scholar by his or her parents, guardians, or friends; and that, in no case in which the attendance or school pence of any scholar are reckoned, shall the charge exceed three pence or four pence per week.

4. That the School shall be kept by a master or mistress holding a certificate of merit under the Minutes of 1846, and that at least seven-tenths of the whole income, including the grant, shall be applied to the salary of the teacher and assistant teachers. That, in Schools containing more than 120 children, the managers shall avail themselves of a succeeding Minute, to provide from the seven-tenths of the School-income such pupil teachers, exceeding the rate of one for every forty scholars, or such candidate teachers, as this Committee may require.

5. That the grant applied in aid of the stipend of the master or mistress shall be accepted by the Committee of Council as though it were part of the voluntary contributions required in fulfilment of the pecuniary con-

in Parishes having less than a certain number of inhabitants, to adopt a scale affording a larger rate of aid per scholar to small Schools, because the charge for the Salary of an efficient Master cannot be expected to fall with number of Scholars. To ensure the success of such Schools, a larger income per Scholar is required.

ditions of the grants in augmentation of teachers' salaries, under the Minutes of August and December, 1846.

6. That three-fourths of the scholars above seven and under nine years of age, three-fourths of those above nine and under eleven, and three-fourths of those above eleven and under thirteen respectively, pass such an examination before her Majesty's Inspector or Assistant Inspector as shall be set forth in a separate Minute of details.

Subordinate Regulations.

7. That such forms of account of the income and expenditure, and such registers of School Attendance, and of the payment of School-fees, be kept, as the Committee of Council may direct, in a separate Minute of details.

8. That the children employed in factories and print-works, who attend School under any statute, shall be counted as scholars in ascertaining the average attendance, if they fulfil the provisions of the Act, and the School pence paid on their behalf shall be reckoned in the income of the School.

The following Minute need not be confined in its operation to schools in rural towns and districts, but applies equally to those of incorporated boroughs; but it is inserted here in order to illustrate the operation of the foregoing Minute.

That it is desirable to encourage the employment in Elementary Schools of such pupil teachers as may successfully complete their apprenticeship, but may not obtain Queen's Scholarships, by providing for their further education, and by enabling them to finish their instruction in a Training College.

For this purpose it might be resolved :

That any pupil teacher who has passed the examination for the close of the fifth year of the apprenticeship may, with the sanction of the Committee of Council, be employed by the managers of any Elementary School, instead of two pupil teachers, as a candidate for admission to a Training College, on the following conditions :—

Such candidate, or his parents, guardians, or nearest friend, on his behalf, shall agree to serve three years in the Elementary School.

He shall receive from the Committee of Council a stipend of 20*l.* per annum, provided that, in Church of England Schools, the parochial clergyman and managers respectively, and in other Schools the managers, give, every year, such certificates of his conduct and attention to his duties as are required by the Minutes of December, 1846, with respect to pupil teachers, and that he, every year, pass such examination before Her Majesty's Inspector or Assistant Inspector as shall be set forth in a separate Minute of details.

That if the three years' candidature be thus successfully passed, the candidate shall be declared to be a Queen's Scholar, and 25*l.* shall be granted as an exhibition on his behalf to such Training College under such inspection as he, or his parents, or guardians, may select for the completion of his education. Such exhibition shall be paid when he has resided one year in such Training College.

The operation of these Minutes in rural districts would, as I have said, necessarily be very gradual. New buildings must be erected ; teachers must be educated in the Training-Colleges, and obtain certificates of merit ; the present income of rural Schools must be increased so as to fulfil the conditions of the Capitation Grant ; pupil teachers must be trained ; and the scholars must be so educated as to be enabled to pass such annual

examinations before the Inspector as may be required as conditions of these grants.

But though the accumulation of this charge would be slow, it would be certain, and would give rise to important questions as to the incidence of this burthen when it exceeded a certain amount, and as to the mode in which its distribution could be most properly superintended by a local representative body.

None of the difficulties to which I have adverted affect the Municipal Boroughs. The Town Councils in them represent the ratepayers, and are distinguished by their energy, public spirit, and sagacity in local administration. Already, the boroughs of Manchester and Salford have applied to Parliament for authority to impose a School rate, and to provide for its distribution to Schools admissible to the benefits of the Parliamentary Grants. I have printed, in Appendix G., the Bill which was laid before the House of Commons for this purpose in the last Session of Parliament, and on the motion for the second reading of which, the Select Committee on Education in Manchester and Salford was appointed. Some of the largest boroughs in England have given the provisions of this Bill an attentive consideration, and Committees of the most influential inhabitants have decided in favour of the general principles on which it is founded.

These general principles are thus set forth in a paper issued by the authority of the Executive Committee, comprising members of almost every Religious Communion, and of every political party in the two boroughs.—

“1. This Bill proposes to authorise a Rate, not exceeding sixpence in the pound, upon all property within the two boroughs, for the purpose of placing the means of Education within the reach of every inhabitant.

“2. The Education so secured will be absolutely free from expense to all who desire to avail themselves of it.

" 3. This Bill provides for the maintenance and effectual support of all existing Schools connected with religious bodies, whose claim to participate in the Parliamentary Grant for Education has been recognised by the Legislature.

" 4. This Bill provides for the admission of all Schools similarly qualified, whether actually so participating or not.

" 5. Schools not subject to Government inspection will not be required to become so by this Bill.

" 6. No interference with the ownership, discipline, or management of existing Schools is allowed by this Bill, which is expressly designed to stimulate and extend the system produced by voluntary effort, to a degree commensurate with the wants of the community.

" 7. Proper security is taken by this Bill for the religious character of the Education to be so offered, but attendance on the teaching of distinctive religious doctrine is in no case made compulsory.

" 8. No Schools will be excluded from the benefit of the Rate on account of their connection with any religious community, but all will be admitted on equal terms.

" 9. Every parent will be at perfect liberty to select for his child such School, as may be in his opinion at once the most convenient, the best conducted, and the most in accordance with his own religious opinions.

" 10. No part of the Rate required can be applied to the erection or establishment of any Schools (except as mentioned in No. 12.); but the whole amount raised will be applied directly, in payment for instruction actually received by the children within the two boroughs.

" 11. Such payments will be in all cases exactly proportionate to the number of children actually attending School, and will, therefore, cease whenever the services

which they are intended to remunerate cease to be available.

"12. In districts where School accommodation shall be found insufficient, and shall so continue after due notice, provision is made for the establishment of Schools out of the Rates, so that an adequate supply of School accommodation is fully guaranteed by this Bill.

"13. The administration of the funds raised from the Rates is effectually secured to the representatives of the ratepayers, periodically elected.

"14. The principle of local self-government has been maintained throughout this Bill, reference being made to a central authority only in cases required for the protection of ratepayers, parents, or children.

"15. Ample security is taken by this Bill for the efficient inspection of all Schools admitted into union, for the employment of properly qualified Masters, and for raising the general standard of Education."

There can be no doubt, that the Town Councils of Municipal Boroughs would generally avail themselves of a power, to charge on the Borough Rate, assistance towards the annual expenses of Schools admitted to partake of the Parliamentary Grant. The amount of this outlay might very properly be restricted to 6*d.* in the pound (see first clause of explanation): but it does not appear to me expedient, for reasons previously stated, to make the education given in these Schools *free*. The Guardians of the Poor might be authorised to send the pauper children, in receipt of out-door relief and not at work, to School, and to pay 2*d.* per week on their behalf. But the labouring classes, not indigent, may, with advantage both to themselves and the public, be required to pay at least 1*d.* per week for the education of each child. Charity will always be at hand to watch over the interests of those families, who, though not paupers, are so poor as to need some aid to provide the

School pence. This is a legitimate province of Christian and neighbourly¹ sympathies. Nor does it appear desirable to forego the contributions from voluntary charity, and from endowments, as part of the means for the support of Schools. A "Table showing the sources from which the income of 63 Public Schools in the Borough of Manchester was derived in the year 1850," was framed on the Census Returns, and communicated by the Registrar-General to the Committee on Manchester and Salford Education.² From this Table it appears that, omitting from consideration the rich endowments of the Free Grammar School, the sums derived from School pence average rather less than 2*d.* weekly for 48 weeks, and those obtained from all other sources rather more than 2½*d.* per week.³ These 63 Schools were probably those most liberally supported, and from which the most accurate returns could be obtained. Their income averaged exactly 4½*d.* per week for each scholar; but there are many Schools in these boroughs in which the income would fall below 3*d.* Let us suppose, that aid from the Borough Rate was distributed, on condition that 3*d.* per scholar was raised from subscriptions, endowments, School pence, and other sources, of which 1*d.* at least was derived from weekly pence,

¹ The absence of a provision for the absolute freedom of the public education from all expense to those who desire to avail themselves of it, greatly simplifies a measure for Borough Education, inasmuch as the clauses from XXVI. to LI. of the Manchester Borough Bill, as to registering Committees, may be safely left to the general powers of the Committee of Council.

² See page 474. in the Appendix to the Report of this Committee, and Table No. I. Appendix G.

³ The total income of the 63 Schools, 12,637*l.* — 3,048*l.*, the income of the Free Grammar School, is 9,589*l.* Of this last sum 4,391*l.* are derived from the payments of the scholars, and 5,198*l.* from all other sources. Distributing these two sums respectively over 11,146 scholars, the sum derived annually for each scholar from School pence is 7*s.* 10½*d.*, and that obtained from other sources amounts to 9*s.* 3½*d.*

paid either by the parents or other friends of scholars, or by the Guardians of the Poor. The first effect of such assistance would be to diffuse the charitable contributions of the Religious Communions, so as to enable those Schools, the income of which was below 3*d.* per week, to raise it to that level. The Schools in poor districts would thus be raised to a common standard of efficiency, partly by the aid of private benefactions thus diffused, and partly by the aid of the Borough Rate. The second consequence would be, that the Schools of these poor districts would also be enabled to fulfil the conditions of aid from the Parliamentary Grant, under the Minutes of 1846; and thus greatly to increase the sum derived from the general taxation towards the resources of Schools in Municipal Boroughs.

If the aid derived from private benefactions and endowments amounted for each scholar to 3*d.* per week, the sum to be paid from the Borough Rate on behalf of each scholar might be 2*d.* per week.

This rate of income would enable every School, so aided, to attain a degree of efficiency which would secure for it assistance from the Parliamentary Grant, under the Minutes of 1846, at the rate, for each scholar, of at least 3*d.* per week.

Such a mode of assistance from local taxation, I consider to be preferable to the plan of throwing the whole charge, except the aid under the Minutes of 1846, on the local rates, as proposed in the Manchester and Salford Boroughs Bill. These expenses would be more than covered, in most boroughs, by a rate of 3*d.* in the pound.

Among other advantages of the restriction of such aid to Capitation Grants, to all Schools admissible to the benefits of the Parliamentary Grants, are the following:

1. *The difficult questions* connected with *the constitutions of Schools* to be founded by the Town Council, as

proposed in the Manchester and Salford Boroughs Bill, *are set aside*. No aid would be granted from the Borough Rate towards the building, repairs, or fitting up of Schools. No Schools would receive assistance, unless they were by their constitution admissible to partake of the grants by the Committee of Council. But the Government aid is now distributed to every fragment of faith. There is therefore no need of Schools with new constitutions.

2. *The functions of the Borough School Committee would be limited to an impartial distribution of the Capitation Grants. They would not, as proposed in the Manchester and Salford Boroughs Bill, participate in the appointment of local Inspectors. Their duties would be restricted to purely financial details, and to the protection of the civil rights of minorities and individuals. They would have no power to interfere with the "ownership¹, discipline, or management of Schools."* These functions would remain chiefly in charge of the Religious Communions, and the inspection would continue to be conducted by the Committee of Council on Education alone.

3. *The religious character of the Schools would be preserved by their government under a Religious Communion.* This would secure to all children baptized according to the rites of such communion, or whose parents conformed to its discipline, such religious instruction as the managers might deem necessary for their godly nurture. Such children would also have a prior claim for admission into these Schools.

4. *But when all such children had been admitted, any other children might be instructed within the School, without any infringement of the rights of conscience.* For this purpose, the natural guardians of any such children should then be permitted to withdraw them from

¹ See Paper of Executive Committee of Manchester and Salford Boroughs Education Bill previously quoted.

any matter of instruction to which they might on religious grounds object. Religious liberty would thus have two sources of protection. Every minority might establish its own School. In boroughs this would be in general easily accomplished. But wherever it might not be done, or where the School thus founded might be so distant as to be scarcely accessible to the child, some School belonging to another communion might offer the advantage of all such secular instruction as the parents could accept, and they would provide for its religious instruction elsewhere.

5. *An impartial distribution of the rate would be secured.* The quality of the instruction would be determined by inspection, and by the requirement that the teacher should possess a certificate of merit: that one teacher or assistant, or candidate teacher, should be appointed for every eighty scholars; and assisted by the pupil teachers whose stipends are derived from the Parliamentary Grant, under the Minutes of 1846. *The efficiency of the School being thus provided for,* the Borough School Committee, guided by bye-laws which would have the sanction of the Committee of Council on Education, would simply have to satisfy themselves what number of scholars had attended for the requisite period, in order to determine the amount of aid to be awarded to each School.

6. *As the representatives of the Municipality, the Borough School Committee would watch over the civil rights of minorities and individuals.* To secure, however, the most impartial administration of the law under which they act, an appeal would lie from their decisions, in cases of civil privilege, to the Committee of Council on Education.

7. *The constitution of the Borough School Committee might be improved,* if the Town Council were enabled to obtain the assistance of inhabitants having a certain property qualification, but who do not usually mingle

in the discussion and management of municipal affairs. If one-half the Borough School Committee might be selected from men of Education and literary leisure, the Town Council would have the advantage of advice and assistance from those, who would shrink from the public contests by which seats in the Borough Council are won.

8. *The operation of the Act would be confined to the present limits of boroughs.* — If any adjacent townships desired to partake its benefits, they would be enabled to do so by an Act admitting them to the municipality.

These changes would render any public measure for aid from the Borough Rates to Elementary Schools, a comparatively simple enactment. I have explained in a subjoined note¹, in a rough and general manner, in what particulars, and very briefly on what grounds,

¹ The following clauses contained in the Manchester and Salford Education Bill would become unnecessary. Clauses III. Election, IV. Qualification, V. Return, VI. Continuance in Office, VII. Default of Election, VIII. Defect of Election of Members of Out-townships, are either unnecessary or might be simplified. The provision for the change of schemes of management becomes unnecessary (Clause XXIII.), inasmuch as aid from the Borough Rate would be granted on conditions which would ensure the continuance of subscribers. The whole of the arrangements as to Registering Committees might be now omitted, because the education ceases to be free of charge, and the contribution from the Borough Rate is limited to two-fifths of the ordinary income, or one-fourth of the whole probable income of an efficient School, including aid under the Minutes of 1846. The Managing Committee would therefore have to raise three-fifths of the ordinary income, and three-eighths of the whole probable income, from subscriptions and School pence. The tendency to canvassing for scholars would thus be less stimulated on the one hand, and would be checked on the other. It may, however, be desirable to retain a power to issue an Order in Council containing Bye-laws as to the constitution and proceedings of such Registering Committees, if they should appear to be required in large boroughs, for the assistance of the Borough School Committee. Clauses XXXVI. to XLIII. inclusive, would thus become unnecessary. The clauses as to the local inspection of Schools could not be incorporated in a general Borough Schools Act. In such an Act, a charge on the local rates for public inspection would tend to make it unpopular. The small boroughs could not afford to pay local inspectors of sufficient ability, acquirements, and personal independence. A fragmentary inspection for every borough could not work in harmony with general principles, and

many of the clauses contained in the Manchester and Salford Education Bill would be unsuited to such a General Borough Schools Act.

An Act is required to enable Schools, admissible to aid from the Parliamentary Grant, to obtain from the Borough Rate two-fifths of the income required, even for a very humble degree of efficiency, and one quarter of the whole income necessary for their complete efficiency as contemplated by the Minutes of 1846.

To recapitulate: this Act

1. Should found no new Schools.
2. Should interfere in no respect with the ownership, government, or management of existing Schools.
3. It should establish no new constitution for Schools, but enable the trustees, while providing for the religious instruction of those baptized, or otherwise admitted into their communion, to permit the instruction of other children, when there is room in the School, without requirements inconsistent with the rights of conscience.
4. The functions of the Borough School Committee

would be likely to degenerate into an impediment. The advantages proposed to be obtained by an inspection having a local sanction, in the conciliation of certain classes of Nonconformists who object to Government inspection, are illusory. What is the difference in principle between an Inspector appointed by Her Majesty in Council, with or without the sanction of a local civil authority? Is it not that to the authority of the Crown is added that of the municipality? How is conscience relieved of its apprehension of an interference of the civil power with the School, by this additional civil sanction? If the grievance were real, the remedy would be visionary. On these grounds, Clauses LIII. to LVII., inclusive, appear to be unnecessary. Clauses LX. to LXII., inclusive, may also be omitted. Nor does it appear necessary that the fund from which the aid to Local Schools is to be derived should be any other than the Borough Rate. The provisions contained in Clauses LXIV., LXVI., and thence to LXIX. inclusive, might therefore be omitted; for that part of them which enables any ratepayer to apportion to any School the rate paid by him, was rejected scornfully by the organs of the voluntary party, as an illusory protection to the supposed scruples of conscience which it was intended to relieve. I have elsewhere stated the reasons why no part of the rate should be applicable to the extension, repairs, or building of Schools. This excludes Clauses from LXXIII. to XC., inclusive. The Act is thus reduced by fifty-five clauses, and many of the rest might be compressed and simplified.

should be limited to civil matters. Among these are comprised, A. The impartial distribution of a Capitation Grant from the Borough Rate; B. The protection of the civil rights of minorities and individuals.

5. The children of the indigent classes should, when in receipt of out-door relief, and not at work, be sent to School by the Guardians of the Poor, who should pay 2*d.* per week for their instruction.

6. All other children should be required to pay at least 1*d.* per week, but no child, on whose behalf more than 4*d.* per week was paid, should be reckoned in the number on whose behalf aid from the Borough Rate was granted.

7. Two pence per week should be paid from the Borough Rate on behalf of every child belonging to the classes described in paragraphs 5 and 6, provided that 3*d.* per week were obtained towards the expenses of his education from endowments, subscriptions, and School pence, or other similar sources.

8. Every School should be permitted to reckon the aid from the Borough Rate, in the fulfilment of the pecuniary conditions of grants from the Committee of Council, under the Minutes of 1846.

9. This assistance from the Borough Rate should be open to every School admissible to the benefits of the Parliamentary Grants. But as a further condition of such aid, it should be required that the School should be conducted by a teacher holding a certificate of merit, and that for every eighty scholars (in addition to the pupil teachers, whose stipends are paid under the Minutes of 1846) another certificated teacher should be appointed, or an assistant, or candidate teacher, who had successfully passed through an apprenticeship, employed.

The reader will be prepared, by what has preceded, to appreciate the effect of such a measure. By the more equal diffusion of local subscriptions, from the wealthy

to the poorer districts of municipal boroughs, a large class of Schools, whose income does not now exceed ten shillings per scholar annually (or $2\frac{1}{2}d.$ per week for 48 weeks), would soon, by private benefactions and the Borough Rate, enjoy an income of twenty shillings per scholar annually (or $5d.$ per week for 48 weeks). This augmentation of their income would bring them within the scope of the Minutes of 1846, by enabling them to fulfil their conditions. They would thus be ensured a further augmentation of revenue amounting to twelve shillings per annum. The whole annual income of thirty-two shillings per scholar (or $8d.$ per week for 48 weeks), taking into account the conditions on which the Borough Rate would be distributed, and those required to be observed when aid is obtained under the Minutes of 1846, would secure the efficiency of the School.

I can well conceive that the adoption of the powers proposed to be conferred by such an Act may give rise to discussions in the Town Councils of Boroughs. But who would shrink from such discussions? No one, who rejoices in personal and municipal freedom, would desire that any such Act of the Legislature simply conferring powers, should be acted upon without debate. Nor can any wise observer reflect on the phenomena which attend the providential march of human affairs, without perceiving that the antagonism, which appears at first obstructive, is necessary to the widest dissemination of principles. From popular discussion, the principle of public aid to Schools, founded and supported in part by religious zeal, will gain nothing but strength. If there be any hidden dangers in this system, they will be brought to light and avoided. If there be any unforeseen or partially developed tendency inconsistent with public opinion, it will be checked before it becomes too strong. Whatever vigilance may be required to prevent perversion of the public resources, or neglect in their use, will be roused by the co-operation of the Govern-

320 *Discussion will settle Principles and remedy Defects.*

ment with the municipal power. The local and the central sources of authority will be not merely salutary checks each upon the other, but they may combine to secure all the privileges of civil freedom and education to the humblest classes. To both, Parliament will be a Court of Appeal, in which questions now left undetermined, or arising out of new combinations of events, may be adjudicated. But supreme above all, is that public opinion which only finds different modes of expression in the Municipality, in the Press, in the Executive, and in Parliament. Such discussions would also enable Government to discern, in what way, the unavoidable expenditure for public education could be provided for, consistently with the national welfare.

The voluntary principle may thus be put to a practical trial. If it be capable of supporting the Schools of Boroughs in complete efficiency, let this be proved by the exertions and sacrifices of its advocates. But, if the aid at present granted by Parliament under the Minutes of 1846, and the assistance proposed to be derived from the Borough Rate, be both found necessary, the country will be enabled by discussion, to understand the questions connected with the incidence of these burdens on the local and general taxation respectively. Such discussions will also assign the limits of the powers confided to the Borough School Committees, and define the provisions, requisite to ensure the impartial distribution of the Rate and the efficiency of the Schools, without any encroachment on their management, or on the rights of conscience. Any unforeseen defects in the measure may be remedied, and such new powers conferred, as may be consistent with the general principles of the original law.

The rural districts would meanwhile be engaged in a large expenditure on the erection of new School buildings, and in raising from local resources such means for the support of Schools, as would enable them to obtain

aid from the Capitation Grants, and under the Minutes of 1846. The burden thus self-imposed would be large, and while the charge was most onerous, the aid from the general taxation might be continued. But in a few years, the rural districts would be prepared for a local charge, similar in proportion and in its objects to the aid proposed to be derived from the Borough Rate.

The measures proposed in this Chapter must not, therefore, be regarded as final. They have a twofold relation,—to the past, and to the future. As respects the past, they would swell the flood-tide of that stream of events which has deepened and defined the channel of public education in England and Wales. They would strengthen all the principles at present in operation by support from new sources. They would remove obstacles to their success. As respects the future, they would enable the statesman to explore and to buoy out the course of further legislation. In this effort he would be guided by local experience, and lighted by public discussion.

Instead, therefore, of being final, these measures must be regarded as tentative and experimental. If successful, they would render the completion of the great enterprise of a National Education comparatively easy. But if the Borough Rate in aid of Schools were rejected by the Town Councils, and the Capitation Grant failed to arouse the Rural Districts to the general establishment and support of Schools, these measures would not be without their fruits. Public opinion would have had an opportunity of giving its verdict, after the fullest discussion, not only in Parliament, but throughout the country, on the co-operation of the Civil Power with the Religious Communions for the education of the Poor.

CHAP. VII.

THE CONDITION AND PROSPECTS OF ELEMENTARY EDUCATION
IN SCOTLAND.

THE Schools of Scotland, like those of England, were in their origin closely connected with the religious establishment of the country. Grammar¹ Schools, in which Latin was taught, existed before the Reformation, were generally connected with the religious houses, and formed part of the ecclesiastical institutions. "Lecture Schools²," for teaching to read in the vernacular tongue, existed in the chief towns in Scotland. The Roman Catholic Church probably had authority over all teachers³, who could not exercise their calling without license from the Chancellor; and questions of usage or law were decided in the ecclesiastical courts over which the Bishop presided.

The Reformation gave a great impulse to public education. The jurisdiction, not only over Schools, but

¹ "In the reign of James IV. we find a statute," says Mr. Dunlop (*Parochial Law*, p. 480.) 1494, c. 54., ordaining, under the penalty of twenty pounds, "that all barrones and freeholders, that ar of substance, put their eldest sonnes and aires to the schules, fra they be sax or nine years of age, and till remaine at the grammar schules quhil they be competentlie founded, and have perfite Latine; and thereafter to remaine three ziers at the schules of art and jure, swa that they have understanding of the lawes."

² See M'Crie's *Life of Melville*, vol. ii. chap. xi., and Note C., vol. i.

³ See Note K. in M'Crie's *Life of Melville*, where a case is stated in which the Chancellor of the Metropolitan Church cited a priest before the Bishop for teaching without "the allowance of, and in opposition to, the will of the Chancellor." The Bishop, having fully heard the cause, decided, with the advice of his Chapter, and of the Rector and Clerks of the University, in favour of the Chancellor.

over private teaching, was transferred to the Reformed Church. In the first Book of Policy, it is recommended that there be a Schoolmaster¹, "able at least to teach the Grammar and Latin tongue," in every parish where there is a town of any reputation; and in landward parishes, that the reader or minister "take care of the youth of the parish to instruct them in the rudiments, particularly in the Catechism of Geneva." The Church struggled earnestly with the nobles to secure the patrimony of the ancient for the reformed discipline, and for the support of Schools. Notwithstanding the favor which the Regent Murray showed to this claim, the history of the distribution of Church property in Scotland resembled that in England. The nobles secured the lion's share of the spoil, and thus the interests of the dominant class were inseparable from the triumph of the Reformation. The spiritual power had become a tyranny which it was necessary to overthrow, but the State was not prepared for the establishment of a government of opinion. The only classes fitted to possess the social influence of which the Church was stripped, were the aristocracy: they therefore absorbed the wealth to which the power adhered. But it should not now be forgotten, that, in this transfer, the poor received only a meagre share of that ecclesiastical property, the overflowing of whose abundance had reached them in alms and succour in need and sickness, travail and sorrow, so far even as to be in the stead of a national provision for indigence.

The claims of the Church for the foundation and support of Schools out of its ancient patrimony were regarded with less favor than those which it put forth for the revival of its former authority over education.²

¹ Dunlop's Parochial Law, p. 482.

² "The Parliament held," by the Regent Murray, "immediately after Queen Mary's abdication, conceded to the Church their claim that the superintendents should have cognizance of the teachers of youth, by the statute

Though the Parliament held in 1560 had approved of the Reformation, the reformed religion was not established by law until 1567. In the Parliament held in 1578, the claims of the Clergy, as far as they related to the patrimony of the Church, the support of Schools, and the maintenance of the poor, were refused, and the form of Church government was left unsettled. The Church, however, continued, by means of its courts, to exercise jurisdiction not only over the office of "reader," but over the establishment of Schools and private tuition. Dunlop says¹, "they appear even to have gone beyond the powers granted to the superintendents, by the Act of 1567, and to have exercised a degree of authority not specially conferred on the Church courts, till long afterwards, and in some instances greater than the Presbyteries are now held to possess by law." With the restoration of episcopacy in 1606, the authority over education was now sought to be transferred to the Bishops. Meanwhile the establishment of Parochial Schools had been left to the exertions of the parishioners, without the aid of any statutory fund. But in 1616, the Privy Council directed², "that in every parish of this kingdom, where convenient means may be had for entertaining a School, a School shall be established, and a fit person appointed to teach the same upon the expense of the parochinaries, according to the quality and quantity of the parish." This Act of Council³

1567, c. 11., which ordains, 'that all schules to burgh and land, and all universities and colledges, be reformed; and that nane be permitted, nor admitted to have charge and care thereof in time coming, nor to instruct the youth privatlie, or openlie, but sick as shall be tryed be the superintendentes or visitours of the Kirk.' Dunlop's Parochial Law, p. 482.

¹ Dunlop's Parochial Law, p. 485.

² Ibid. p. 488.

³ It is as follows: "Our Sovereign Lord, with the advice of the states, ratifies the act of Secret Council, dated at Edinburgh, the 10th day of December, 1616, made for planting of Schools, with this addition, that the Bishops, in their several visitations, shall have power, with consent of the heritors, and most part of the parishioners, to set down and stent upon every

was ratified in Parliament by the statute of 1633, c. 5., which is the first legislative enactment authorizing the establishment of Parish Schools.

It was, however, during the Commonwealth, that the foundation of the present parochial system was laid, for the Act¹ of 1646 (c. 46.), though repealed at the Restoration, was incorporated in the statute of 1696, which ultimately conferred this great benefit on Scotland. This "*Act for settling Schools*" declares, that "our Sovereign Lord, considering how prejudicial the want of Schools in many places has been, and how beneficial the establishing and settling thereof in every parish will be to this Church and Kingdom; therefore, his Majesty, with the advices and consent of the estates of Parliament, statutes and ordains, that there be a School settled and established, and a Schoolmaster appointed, in every parish not already provided by the advice of the heritors and minister of the parish."

This law has enabled the Church to establish Schools in every parish, and we have now to contemplate the

plough or husband-land, according to the work, for maintaining and establishing the saidis schoolis; and if any person shall find himself aggrieved, it shall be lawful to him to have recourse to the Lords of Secret Council for redress of any prejudice he may or doth sustain." Dunlop, *Parochial Law*, p. 489.

¹ I quote from Dunlop's *Parochial Law* (p. 489) the following extract from this Act:—"Considering how prejudicial the want of Schools in many congregations hath been, and how beneficial the providing thereof will be to the Kirk and Kingdom, do therefore statute and ordain, that there be a School founded, and a Schoolmaster appointed, in every parish (not already provided) by advice of the Presbyteries; and to this purpose, that the heritors in every congregation meet among themselves, and provide a commodious house for a Schoole, and modifie a stipend to the Schoolemaster, which shall not be under ane hundred merks, nor above twa hundred merks, to be paid yearly at two terms," &c. For payment of this salary the heritors were to stent every one's stock, and teind proportionally; and on their failure to provide a School and salary, the Presbytery was authorized to "nominate twelve honest men within the bounds, who shall have power to establish a Schoole, modifie a stipend for the Schoolemaster, and set down a stent for the heritors, which shall be as valid as if done by themselves," &c. The Act further contained provisions as to the levying of the salary, &c., which had been adopted in the statute of 1696.

changes which time has introduced into its enactments, and the amendments which the great increase of the population, the changes flowing from civil and religious liberty, and the progress of the nation in wealth and civilization, now render inevitable.

The Parochial Schools of Scotland have continued to be under the authority of the Church, though that has gradually come to be subject to restraints, giving an independence to the position of the Schoolmaster, neither originally contemplated, nor in all respects consistent either with the interests of the scholars, or with the public advantage.

The election of the Schoolmaster is vested, in the first place¹, in the minister, and those heritors who are "proprietors of lands in the parish to the extent of at least one hundred pounds Scots of valued rent." Having taken the oath of allegiance, and subscribed the assurance and abjuration² before a Justice of the Peace, the Master must take trial of his sufficiency for the office, before the Presbytery of the bounds. "The determination³ of the Presbytery as to the qualifications of the presentee to the office is final and conclusive, and is not subject to be reversed or suspended by any court, civil or ecclesiastical. If they are satisfied, they must further see him subscribe the Confession of Faith and formula of the Church of Scotland." "The Schoolmaster⁴, when appointed, is under the cognizance of the Presbytery of the bounds, in regard to his moral conduct, and the performance of his duties as Schoolmaster. They can-

¹ "If the heritors and minister fail to make an election within four months after the vacancy, the Presbytery of the bounds is required to apply to the convener of the Commissioners of Supply of the county, who, or any five of them, at a meeting to be called by the convener, on thirty days' notice, are declared to have power *jure devoluto*, and are directed to supply the vacancy." Dunlop, *Parochial Law*, p. 498.

² 1663, c. 6.; 1 Geo. I., 2 sess., c. 15. sec. 5.

³ Dunlop's *Parochial Law*, p. 499.

⁴ *Ib.* p. 500.

not, however, interfere as to matters included under the provisions of the 43 Geo. III., except on a complaint from the heritors, the minister, or the elders of the parish." The matters in which, under this statute, the Presbytery may take cognizance of such complaints are, — 1. Disregard of their regulations in respect to the hours of teaching, and the length of vacation; 2. Neglect of duty, whether from engaging in other occupations, or from any other cause; 3. Immoral conduct; 4. Cruel and improper treatment of the scholars.¹ To the power of the Presbytery to suspend or depose a Schoolmaster on any of these grounds, there is, however, a great impediment. Their decision is final, provided their proceedings have been agreeable to the terms of the statute. In the mode of instituting such proceedings by the heritors, &c., fatal errors may be committed, and especially as the Presbytery are not provided with any legal assessor to guide them, such defects almost certainly arise in their course. If they have deviated from the forms prescribed in the Act, or committed an excess of power, "the Supreme Civil Court² will interfere to quash their proceedings, at least to the effect, that no civil consequences shall follow their sentence."

The Presbytery have no power to depose for mere inefficiency, and the witnesses³ examined before the

¹ Dunlop's Parochial Law, p. 502.

² Ibid.

³ To the Report of the Lords' "Select Committee appointed to inquire into the duties, emoluments, and present condition of the Parochial Schoolmasters in Scotland," &c., the following evidence is appended on this subject:—

Mr. Gordon says, p. 11., "Great difficulties have been experienced" in the removal of a Master for "immoral conduct."

Mr. Gibson, p. 21. "One Schoolmaster" in Haddingtonshire and Berwickshire "was inefficient from old age. There was one from positive physical inability." In the Presbytery of Tongue "there was one very peculiar case. A schoolmaster had not had, for twenty-six years, I think more than eight scholars at any one time. The Presbytery sought to depose him, but it was found that they had gone beyond their statutory power, and he was reponed by the Civil Court. The consequence was that he was extremely unpopular in the parish, and his School was almost wholly deserted."

Select Committee of the House of Lords, in the Session of 1845, concur in stating, that its authority to remove Masters for neglect of duty, cruelty, or immorality, has become inoperative. Moreover, the law provides no means of enabling Masters, incapable through age or physical infirmity, to retire with a moderate pension for long service.

A greater change had been in progress than any which was yet sought to be embodied in the law. The judgments of the Civil Courts are proofs that public opinion and the form of society had undergone a revolution. The

"I have numerous evidences" (p. 22.) "of the difficulty of removing a Master when he is unfit for his office." "There is extreme difficulty in removing inefficient Schoolmasters," p. 27. "Generally speaking, I have a very strong impression of the necessity of greater facilities being given for dismissing incompetent and inefficient Schoolmasters," p. 28.

Mr. A. Menzies. "It is the opinion of the legal officer, the procurator of the Church I believe, that the Presbytery's power of examination does not embrace the element of the aptitude to teach," p. 42. "Mr. Mackenzie, a Schoolmaster of Cruden, was teaching at seventy-five without an assistant, from inability to pay one," p. 42. "Another point that I have noted is the difficulty of removal of Masters for misconduct:" (p. 43.) from "extreme difficulty in procuring legal evidence:" from "a dread of expense:"— In one case the Presbytery "pronounced sentence of deprivation," but upon appeal, "the whole proceedings were quashed, because the Presbytery, although they had taken evidence on oath, had neglected to record it," p. 42. "I have no doubt the expense must have been several hundreds of pounds," p. 43. "Clergymen, in several cases, have not proceeded against their Schoolmaster, although they considered the parish was suffering severely from his continuing in office, because, for the sake of their families, they dare not encounter the risk of such a contest," p. 43. "The Presbytery stands in the anomalous position of being both prosecutors and judges"— "has not the power of compelling the attendance of witnesses," p. 43. "There is no provision under the law for the removal of the teacher on the ground of inefficiency," p. 45. "In any measure in contemplation greater facilities should be given for the retirement of Schoolmasters, who, from age or sickness, or other infirmity, but not from any civil cause, have become inefficient?" "Surely," (p. 47.) and "greater facilities for dismissal" for "immoral or improper conduct," p. 47.

Rev. James Robertson, D.D. "I think there ought to be greater facilities for dismissing" Schoolmasters "in cases" "of misconduct" and "of notorious inefficiency," p. 62. "Some legal assistance ought to be supplied to the Presbytery."

Rev. Dr. Muir, D.D. "Is there any power to remove a Schoolmaster, if he is incompetent from age? None," p. 72.

argument in the case of Bothwell, and the decision of the Civil Courts, as admirably stated by Dunlop, may be accepted among the signs of this great social change.¹

¹ "In the well-known case of Bothwell the question was raised, whether the jurisdiction of the Presbyteries, in regard to Schoolmasters, was a proper ecclesiastical jurisdiction, so that their judgments were subjected to the review of the superior Church judicatories; or whether it was a matter of mere civil jurisdiction, committed by the legislature to Presbyteries, in the same way as that regarding manse and glebes, so that their judgments, like their proceedings as to the manse and glebes, were subject to the review and control of the Supreme Civil Courts alone.

"On the one hand, it was argued that the superintendence of Schools and education of youth had in this, as in every other country in Europe, been always held to be a matter of ecclesiastical concern; and, whether it were to be considered so in its own nature or not, still, in practice both before and after the Reformation, it had always been a matter of ecclesiastical cognizance. That the inherent right of the Church to this superintendence had been uniformly asserted by the unreformed clergy, and had been sanctioned by the civil power in 1567 and 1581, when the superintendents were declared to have the power of taking trial of the qualifications of Schoolmasters; in 1593, when it was declared to belong to Presbyteries; in 1616 and 1663, when this privilege was recognised as belonging to the Bishops, who, by the establishment of episcopacy, had superseded the Presbyteries; in 1646, when the Presbyterian Church government was re-established; in 1662, when, on the restoration of episcopacy, it was declared that no Schoolmaster should teach without a license from the ordinary; after the revolution, when the act 1693 was passed; and at the Union, when the Presbyterian Church was finally secured, and all Schoolmasters obliged to subscribe the Confession of Faith before the Presbytery of the bounds. It was therefore contended that, being a matter of ecclesiastical jurisdiction inherent in the Church, and not conferred, but only recognised and sanctioned by the civil power, the determinations of Presbyteries in regard to it (which it was admitted on all hands could not be final) were necessarily subject to the review of the superior Church judicatories.

"On the other hand, it was pleaded, that although in popish times the clergy had, in this country, as in all Europe, usurped the cognizance of many matters not in their nature ecclesiastical, yet that the reformed clergy in Scotland had not succeeded to any of this civil jurisdiction so usurped by their popish predecessors; but, on the contrary, that the legislature had uniformly and most cautiously avoided recognising any such powers in the Reformed Church, and had restricted their jurisdiction to what was properly spiritual, and could be enforced by spiritual censures; and, accordingly, that, in a statute passed expressly for determining in what the proper jurisdiction of the Church consisted, they had declared it to consist in 'the preaching of the true word of Jesus Christ, correction of manners, and administration of the holy sacraments;' and, further, that the acts of Parliament com-

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By their decree, the Civil Courts affirmed that "Schools were in their own nature of essentially civil concern;" and by implication, that any authority over Schools which had been given by Parliament to the Church courts was held by them, as a civil and not an ecclesiastical jurisdiction, subject to the review of the Civil Courts alone. The spiritual power of the Church had been, by the statute of 1579 (c. 60.), declared to consist in "the preaching of the trew word of Jesus Christ, correction of manners, and administration of the halie sacraments," "quhairin consists the jurisdiction of the Kirk." Though the above judgment was reversed upon appeal by the House of Lords (who found that the superior Church Courts had a power of review), yet it may be accepted as an expression of the opinion of Scotland, that the time was past, when public education could be confided to the exclusive control of any single ecclesias-

mitting the superintendence of Schools first to the superintendents and afterwards to the Presbyteries, did not recognise the right as inherent in the Church, but merely committed it to those officers and Church courts specially by legislative delegation.

"Although, therefore, it was argued, the legislature, by special acts of Parliament, have committed to Church courts the cognizance of certain matters, civil in their own nature, as the providing manes and glebes, and the like, still such jurisdiction is held by them as a civil, and not as an ecclesiastical jurisdiction; and in regard to it they sit not as Church courts, but as courts elected by Parliament for the special purposes committed to them, and their judgments were and have been always held to be subject, in such matters, to the review of the civil courts alone. The conclusion from all this was accordingly contended to be, that the question, whether the judgments of the Presbyteries be subject to the review of the civil or the Church courts, depends entirely on whether the subject-matter of their judgment be in its own nature of civil or ecclesiastical concern; and as to Schools, that they were in their own nature of essentially civil concern, and could no more be considered ecclesiastical than questions of marriage, divorce, confirmation of wills, and various other matters, of which the popish clergy had usurped the cognizance.

"The Court of Session gave effect to the latter arguments, and found that the power of review lay with the Supreme Civil Court, and not the superior Church judicatories. Their judgment, however, was reversed on appeal, by the House of Lords, who found that the power of review belonged to the superior Church judicatories." *Dunlop's Parochial Law*, pp. 525, 526, 527.

tical authority. The decision of the House of Lords was rendered practically of no importance by the 43 Geo. III., which passed a few years afterwards, and which rendered the judgment of the Presbyteries final on all matters regarding the admission, censure, suspension, and deprivation of the Schoolmaster, "without appeal to, or review by any court, civil or ecclesiastical." But, again, the Civil Courts rendered this control inoperative, by the review which they were entitled to exercise as to the proper formality of all proceedings before the Presbytery, and the due exercise of its legal authority. The Court of Session have decided that "the power of redress lies with them, as the Supreme Civil Court¹; and their judgment on this point has lately been affirmed on appeal."²

The causes of this resistance to the authority of the Presbyteries over Schoolmasters must be sought in the change which had occurred in society. Great cities had sprung up, in which the Church had ceased to be the sole organized Religious Communion. The principles of civil and religious liberty were spreading. A minority, which, if dominant, might become extremely intolerant, is usually jealous of freedom, in proportion to its weakness. This feeling is intense in sects, and when many small sects exist, under the shadow of an established Church, their vigilance for liberty of conscience is one of its best securities. Moreover, secessions from the Church of Scotland had occurred, not on matters of doctrine, but on questions of discipline. Little apprehension could exist among Communions, agreeing in the Assembly's Shorter Catechism, that any perversion of the national faith could occur in Schools, under the con-

¹ Dunlop's Parochial Law, p. 528.; *Heritors of Costorphine*, March 10. 1812; (F.C.); *Brown v. Heritors of Kilberry*, Feb. 1. 1825 (3 S. & D. 480.), and Nov. 15. 1825 (4 S. & D. 174.); *Ross v. Findlater, &c.*, March 2. 1826 (4 S. & D. 514.).

² *Heritors of Kilberry v. Brown*, June 12. 1829 (3 Wilson & Shaw, 441.).

trol of the Presbyteries of the Kirk. But the questions of Church discipline which had occasioned the formation of separate Communion, led them to prefer that the School should be regarded as a civil institution. They denied the power of the civil magistrate to interfere in matters of faith. The first step towards the transfer of the School to the civil power was the subjection of the Church Courts to civil control. This sentiment inspired the whole struggle, and at length secured the practical predominance of the Court of Session.

Moreover, though¹, as lately as 1817, the General Assembly passed an Act approving of the proceedings of a presbytery "in asserting their indubitable right to examine Schools of every description within their bounds," yet we shall see that the Schools not now connected with the Established Church are very numerous, and would resist the exercise of this power to the utmost. There is little or no apprehension, that any attempt to exercise so obnoxious and doubtful an authority will be made. It would be as ill advised as an effort to revive the power conferred by the Act of 1567 (c. 11.), "that none be admitted to have charge or cure" in universities, colleges, or Schools, "nor to *instruct the youth privately or openlie*, but sik as sal be tried be the superintendants or visitours of the kirk."² The civil Courts have not, however, as yet pronounced any decision on the claim of the Church to take cognizance of Schools, or of teachers of youth; or whether, and to what extent, the civil power would interfere to uphold that authority.

According to the Act of 1693, "all Schoolmasters,

¹ Dunlop's Parochial Law, p. 528.

² "On the re-establishment of episcopacy at the Restoration, the declaration of the legislature on this subject was in these words—'That none be permitted to preach in public, or in families, within any diocese, or teach any public school, or to be pedagogues to the children of persons of quality, without the license of the ordinary of the diocese.'" Dunlop's Parochial Law, p. 529.

and Teachers of youth in Schools, are and shall be liable to the trial, judgment, and censure of the presbyteries of the bounds for their sufficiency, qualifications, and deportment in the said office." But it is argued that the terms of this statute must be interpreted in relation to those of the Act of Security, in which the parties to whom the jurisdiction of the Church extends are defined by the words "*bearing office*." On these grounds, it is contended that these statutes were not intended to prevent the keeping of a private School without license from the presbytery, nor to prevent the endowment of Schools to be taught by persons who did not conform to the Confession of Faith, or the discipline of the Established Church. Indeed, of late years these have not been the questions raised, either in political discussion, or in the Courts of law. In the civil Courts, the authority of the Church to enforce tests on the Professors of the Universities has been subject to vigorous resistance. In public, the opening of the Parochial Schools to all masters willing to give instruction from the Assembly's "*Shorter Catechism*"¹ has been among the humblest of the proposals made for the enlargement of the constitution of the Parochial Schools. None but a madman would snatch a rusty spear from the ancient armoury of the Church to withstand the demands of public opinion.

The Parochial School of Scotland is distinguished from the Burgh School. "The presbyteries² have not so uniformly exercised their powers in regard to the

¹ Rev. James Taylor, before the Select Committee of the House of Lords in 1845, says, "Unless some change of that kind is made in the election of Schoolmasters, new Schools will be established." (p. 102.) "The dissenters think it a grievance; they regard it as a badge of inferiority, and an act of injustice, that they should be excluded from holding office in Schools which are national institutions." (p. 102.) "In the first place, teachers are chosen exclusively from members of the Establishment." "The Schoolmasters and Schools are placed under the sole and absolute control of the Presbyteries of the Established Church." (p. 105.)

² Dunlop's Parochial Law, p. 531.

superintendence of Burgh Schools; and the magistrates in royal burghs have acquired powers of cognizance and deprivation without the sanction of the presbytery, which do not belong to the heritors and minister in landward parishes. The election of the Schoolmaster in royal burghs belongs to the magistrates, who also are entitled of their own authority to remove him summarily from his office¹, "if they have any reasonable cause, as insufficiency, unsuccessfulness in his mode of teaching, or the like."

The Burgh Schools are (except where erected by royal charter into an academy in which English and the "common branches" may be taught) purely "Grammar Schools." "They have," says Dr. Muir², "*no affinity to Parochial Schools.*" When the Burgh Schoolmasters³ "receive any stated salary, it is a small sum out of the town's funds,"—"the Teachers depending for their salaries chiefly upon the fees drawn at these Schools." "There is in all our burgh towns wat usually is named a Grammar School. Perhaps, in some if not in all instances, that Grammar School may have originally been as the Parish School, and that English may have been taught in it at one time. But now, what is usually called a Grammar School is devoted entirely to the classics—to Latin and to Greek alone. The teaching English, and the corresponding branches with it, has, therefore, in our large towns, devolved entirely upon voluntary exertion. The Schools so erected may be called Subscription Schools."⁴ "In towns, very few pure Parish Schools exist."⁵

I recite these facts chiefly to illustrate the constitution and objects of the Parochial School. In the

¹ *Hastie v. Campbell*, June 29. 1769. (M. 13132.)

² Evidence before Select Committee of House of Lords, p. 92.

³ Dr. Muir's Evidence, 1845, p. 91.

⁴ *Ibid.*, p. 90.

⁵ Dr. Pyper's Evidence. *Ibid.*, p. 111.

Evidence before the Lords' Committee in 1845, Dr. Pyper thus described them¹:—"The Parochial Schools of Scotland perform the functions of three classes of Schools on the Continent. In the first place, they are Primary or Elementary Schools, properly so called; in the second place, they are Burgher or Commercial Schools, where more extended instruction, but generally excluding the ancient languages, may be obtained; and thirdly, they serve the purpose of Grammar Schools throughout Scotland."

Owing to this constitution, the Scotch Parochial School has been distinguished by one beautiful feature. Upon its benches the children of every rank in life have met², and have contended for honours, earned only by higher natural gifts, or superior moral qualities. Those whom the accidents of rank and fortune have not yet separated have here formed friendships, which have united the laird and the hind through life, by mutual service and protection. Thus, sentiment has overleaped the barriers which divide society into classes, to acknowledge the claims of personal feeling, and to lift humble merit from obscurity.

As the features of "elementary" and "grammar" are combined in Parochial Schools, the witnesses examined before the Select Committee in 1845 unite in declaring that the Parochial Schoolmaster ought to be educated during two years in one of the Universities³ of Scotland, and produce certificates of his attainments. They would also require him to attend a Normal School⁴, for the purpose of acquiring a knowledge of the principles and best methods of teaching, and for the practice of

¹ Evidence of William Pyper, Esq., LL.D., Professor of Humanity in St. Andrew's University, p. 110.

² Evidence of Dr. Muir before Lords' Committee, 1845, p. 85.

³ Evidence, 1845. Dr. Robertson, pp. 53, 54. Dr. Pyper, p. 112. Messrs. Knox, A. Taylor, and H. D. Robertson, p. 140.

⁴ Ibid. Dr. Robertson, p. 57. Dr. Muir, p. 77. Dr. Pyper, p. 112. Rev. Wm. Muir, p. 135. Messrs. Knox, &c., p. 140.

the art under proper superintendence in some Model School. But they appear to be less conscious that, for the Teacher of the Parochial School, not knowledge or method is alone required, but much peculiar and special knowledge, and that everything which he knows should be moulded so as to be most available for the mental training, as well as the mere instruction, of young scholars. The witnesses consider it essential that the Parochial Schoolmaster should be able so to instruct his scholars in Latin¹ and Greek and mathematics as to prepare them for the College classes; that he should also be able to teach the practical applications of mathematics² to land-surveying, measuring, navigation, &c.; algebra; commercial arithmetic and book-keeping; English grammar; French³; geography⁴; history; the rudiments of agricultural chemistry. They all insist strongly on a full and critical knowledge of the Holy Scriptures, and of the Shorter Catechism of the Assembly of Divines. No mention is made of instruction in music, or in art.

The bursaries⁵ for poor students at certain of the Scotch Universities greatly facilitate a College education; and even when such help is not attained, the cost does not exceed⁶ 25*l.* or 30*l.* a year, exclusive of clothing.

The Schoolmasters examined before this Committee urge the adoption of a fixed standard of qualification.⁷ "It is the general practice to require certificates of scholarship and success in teaching." "A candidate

¹ Evidence, 1845. Dr. Muir, p. 78. Dr. Pyper, p. 112. Rev. Wm. Muir, p. 135. Messrs. Knox, &c., p. 147.

² Ibid. Dr. Muir, p. 79. Dr. Pyper, p. 112. Dr. N. M'Leod, p. 119. Rev. Wm. Muir, p. 135. Messrs. Knox, &c., p. 147.

³ Dr. Pyper, p. 112. Rev. Wm. Muir, p. 135.

⁴ Ibid. Dr. Muir, p. 80. Dr. N. M'Leod, p. 119.

⁵ Dr. Robertson's evidence, p. 53.

⁶ Messrs. Knox, &c., p. 141.

⁷ "Because some heritors, if they were allowed to choose anybody they pleased, might put into the School some friend or dependent of their own, as was the case at one period." p. 140.

ought to produce a certificate from the Rector of a properly constituted Normal School, for the purpose of training young men to the practice and knowledge of teaching."¹

Nevertheless, no School of Method existed, until Mr. Wood founded the Sessional School under the General Assembly in Market Street, Edinburgh, and devoted himself to the development of what has been in Scotland denominated the explanatory method. No such School was attached to any of the Universities, and the education of a Parochial Schoolmaster in Scotland was that of a Licentiate of the Scotch Church. At one time, the Mastership of a Parish School was regarded as one of the most fitting means of preparation for the ministry. The most earnest and efficient Teachers, however, feel that their duties require both a peculiar education and concentration of mind. They "do not think it is an advantage that the Schoolmaster should be a Licentiate. If he has views to the Church, we think he is not so likely to give the whole enthusiasm of his mind to the duties of his office."²

Of late years, the Established and Free Churches have each established a Normal School, both in Edinburgh and in Glasgow. These Schools should endeavour to complete the collegiate courses, by moulding them to the peculiar form required for Elementary Schools. They should develop a course of instruction in the principles of teaching, and illustrate the art by all the expedients which belong to a series of Model Schools devoted to this object. Such a Normal School should be attached to each of the Scotch Universities; and the candidate for a Parochial Mastership, after a course of two years in the College, should finish his education by a year's training in the Normal School.

¹ Messrs. Knox, &c., p. 141.

² Ibid. p. 142.

When the Minister and heritors have elected the Schoolmaster, he has then to apply to the presbytery of the bounds, to take trial of his sufficiency for his office.¹ The presbytery may conduct this trial by personal examination, by certificates and recommendations, and by personal inquiry. But as respects his literary qualifications, they are limited in their examination to those subjects, which the majority of the heritors and minister shall have deemed desirable for the parish. "The presbytery are obliged to admit a presentee to the office of Schoolmaster, if he possess the minimum of qualification."² "It is the opinion of the legal officer, the procurator for the church, that the presbytery's power of examination does not embrace the element of aptitude to teach."

In the absence, therefore, of a standard of qualification (as suggested by the Parochial Schoolmasters examined), the heritors may reduce the qualifications at their discretion, to meet their own penuriousness as to the stipend, or to admit an unqualified dependent or relative.³ Accordingly, Mr. Menzies states, that, "in 1833, when 'the Trustees of the Dick Bequest' made their inquiries first, they found, in one case, a Teacher who had been appointed at the age of fifteen years, and he was the third in succession in the same family, who had held the office of Schoolmaster in that parish." The examination of the Master by the presbytery, even if freed from these limitations, is not sufficiently the act of an independent professional board, remote from local

¹ Dunlop's *Parochial Law*, pp. 488, 489.

² Mr. Menzies' evidence in 1845, p. 42.

³ "Some very young men were appointed to the office of Schoolmaster — in one or two instances the sons of the clergyman of the parish — having no experience in teaching, and with their education incomplete. That led to evils in various ways. They were not experienced in teaching, and during five months in the winter, when the children attended in the greatest numbers at the School, they were absent at college pursuing their own education, leaving the School in charge of a substitute." Evidence of Mr. A. Menzies, p. 42.

interests, guided only by general principles, instructed by experience, and having an earnest corporate sympathy with the maintenance of the credit of Schoolmasters as a profession.

The examinations for Certificates of Merit now granted by the Government are conducted by papers like those printed in the Appendix for Training Colleges, and by a trial of skill in the management and instruction of a class, or a school. These papers are first tested by the Inspectors, whose report upon them is submitted to the Department of Examiners in the Privy Council Office. The results are tabulated by numbers under each subject, and then submitted by the Secretary to the Lord President for his decision. Several of the witnesses examined before the Select Committee in 1845, suggested that a Board of Examiners, to consist chiefly of Professors in the Universities, should, in Scotland, hold a position similar to that occupied by the Department of Examiners in the Privy Council Office. It is, however, difficult to conceive that such a Board could work with the same dispatch and skill as a department devoted exclusively to this duty. The preparation of the Examination Papers, and the review and report by Her Majesty's Inspectors, and the final decision by the Lord President, certainly ought not to be disturbed.

"By the 43d Geo. III. c. 54.¹, passed 11th June, 1803, it was declared that the salary to be then fixed," for Parochial Schoolmasters, "should in no case exceed 400 merks Scots (22*l.* 4*s.* 5½*d.*), nor be under 300 merks (16*l.* 13*s.* 4*d.*). The salaries to be fixed between these two sums were appointed by the act to subsist for the period of twenty-five years (which expired in 1828); and it was provided that thereafter the highest amount of salary should be equal to two chalders, and the lowest

¹ Dunlop's Parochial Law, p. 506.

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to one chalder and a half of oatmeal, the value of which is appointed to be fixed every twenty-five years, according to the average fiars of all Scotland for the twenty-five years immediately preceding." This average for the current twenty-five years, commencing in 1828, is 17*l.* 2*s.* 2½*d.* per chalder. The maximum salary therefore is 34*l.* 4*s.* 4½*d.*, and the minimum 25*l.* 13*s.* 3½*d.* But the average fiars of Scotland, in 1851, reduced the value of the chalders of oatmeal to 13*l.* 6*s.* 4*d.*¹ The maximum salary, in 1854, is expected to be between 23*l.* and 26*l.*, and the minimum between 17*l.* and 20*l.*

The stipend of the Parochial Schoolmasters has not increased at the same rate as that of the Minister, even if the present salary were upheld by law. "In the first Book of Discipline, which afterwards obtained the sanction of the Legislature in 1560, it was proposed that the minimum salary of a Parochial Schoolmaster should be 100 merks Scots, the maximum 200 merks Scots; and the very same book declares, that they consider 300 merks as a sufficient stipend for the principal of a university, making him only a third more than the maximum of the Parish Schoolmaster; and subsequent to that period the Minister of the West Kirk in Edinburgh had 300 merks, and the second Minister of the West Kirk had but 150, and was a Lord of Session at the same time. So that, by looking at what was supposed to be proper to give Schoolmasters, and to be given to clergymen and others, it appears to me that Parochial Schoolmasters have been more overlooked than any other class. They are left far behind."²

The Schoolmasters examined state, "from statistics which are authentic, it is clear that the emoluments of the Schoolmaster do not average much above 50*l.* a year. One set of returns makes it an average of about

¹ See evidence of Mr. Menzies in 1845, p. 46.

² Evidence before Select Committee of House of Lords in 1845, pp. 127, 128. Dr. Norman M'Leod.

53*l.*, and another set of returns makes it an average of about 51*l.*" This, of course, includes the school-fees.

The witnesses in 1845 generally concurred in suggesting that the stipend of the Schoolmaster should be settled at a maximum of 60*l.*, and a minimum of 45*l.*, independently of the school-fees, and the value of his house and garden.¹

To eke out the stipend as at present regulated, the Schoolmaster has been allowed to hold the offices of Heritors' and Sessions' Clerk, which do not interfere with his other duties, and add about 10*l.* per annum to his income.

In parishes "which consist of districts detached from each other by the sea, or arms of the sea, or otherwise, —as where a parish consists of two or more islands, of which there are several instances in the Highlands, North Islands, and Hebrides,—or otherwise where it is of great extent or population, so that one Parochial School cannot be of any effectual benefit to the whole inhabitants of such parishes," the heritors and Ministers may, if they see cause, fix a salary amounting to 600 merks, or the value of three chalders of oatmeal, to be divided among two or more teachers. The heritors are in such cases relieved from the obligation of providing any school-house, dwelling-house, or garden.

Dr. Norman M'Leod², in his evidence in 1845,

¹ The evidence of the witnesses before the Select Committee in the House of Lords was as follows:—

Mr. Gordon (p. 14.) and Mr. Gibson (p. 22.) recommended a minimum of 50*l.* and a maximum of 60*l.*; Mr. A. Menzies (p. 48.), a minimum of 50*l.*; Dr. Robertson (p. 54.), an average stipend of 50*l.*; Dr. Muir (pp. 74—76.) and Messrs. Knox, &c. (p. 140.), a minimum of 45*l.* and a maximum of 60*l.*: all these independently of school-fees and other emoluments. Dr. Pyper (p. 109.) said that the average salary should be 100*l.* from all sources, and the Rev. Wm. Muir (p. 134.) that 70*l.* from all sources was too little.

² "The stipends in the Western Islands and the Highlands, are very inadequate, in consequence of the special clause that enables the heritors to divide the salary over three or four Schools. I can speak more of the state of the Highlands than of the low country parishes. I have resided there the greater part of my life." p. 118.

exposed the condition of these Highland and Island parishes, and the inadequacy of the legal provision for

"I mention the Presbytery of Inverary as an illustration, and that Presbytery is a more favoured part of the country than many to which I could refer. The salary in parishes within that Presbytery is divided over three or four Schools, and when so divided not exceeding 16*l.* or 17*l.* per annum; but where it is divided in that way sometimes as low as 8*l.*, or from 8*l.* to 12*l.*, or 15*l.* without accommodation."

908. "Not including fees?"

"In those districts throughout the Highlands generally the fees are not worth speaking of, the people are so very poor." p. 118.

"I believe the average in the county of Argyle, taking the Schools of all descriptions, is not above 17*l.* to 25*l.* per annum, including fees, taking it at a high rate." p. 119.

"The great evil arises in the Highlands from the vast extent of our parishes, with which I believe even many Scotch noblemen are, perhaps, not conversant. I would mention, for instance, the parish of Loch Broom. The population of that parish is upwards of 5000 by the last return; there is one Parochial School, and there are eighteen stations in that parish, which would command the attendance of from 60 to 250 children, without one of those stations interfering with the other, besides various stations in glens and quiet hamlets along the coast, where there would be an attendance of from twenty to forty." p. 120.

932. "It is impossible to expect high fees where the people are so miserably poor?"

"In fact, they have no fees to pay. Perhaps I may be allowed to mention an illustration. I would take three conterminous parishes; one in Argyleshire, and two in Inverness-shire; Ardnamurchan, Glenelg, Fort William; we take these three in the form of a triangle, and it is found that the shortest way to the two nearest Parish Schools is upwards of fifty miles." p. 121.

936. "Have they any religious instruction in the other islands?"

"There is a Missionary on the royal bounty, and in one of the islands they are Roman Catholics, and have a priest. I think by the last return of the General Assembly it is ascertained that there are about 80,000 persons in the Highlands above the age of six years who cannot read, and many more than that number who cannot write. By a very minute examination, — and that was one of the objects intrusted to myself when I went there with the government inspector, Mr. Gordon, — we reported, and with the sanction of the heritors and clergyman, with whom we consulted, that 220 supplementary Schools are required to give the benefit of elementary education to the mass of the people."

937. "That is, including the Western Highlands?"

"Including what we call the Gaelic population and the Shetlands; including a population of 500,000." p. 121.

"Many Highland heritors are really at this moment paying a higher sum of money for education than they are doing in other districts of Scotland where education is attainable by all the children. It arises from the physical

the support of Parochial Schoolmasters with even the humblest qualifications. Whenever the population of a large parish has in lapse of time been so distributed, that a considerable distance intervenes between two or more principal centres of inhabitants, one School is insufficient. The rapid growth of manufactures, mines, and ports during the present century, has outstripped the arrangements contemplated by the law chiefly for the Highlands and Islands. The Lowland parishes almost as frequently need two or more Parochial Schools. Mere "*branch*" or "*side*" Schools, intended for a remote Highland people in a primitive condition, are not sufficient for the energetic and restless population of manufacturing or mining villages. The legal stipend, even at its present rate, is utterly inadequate, and the whole arrangements as to the house, garden, books, &c. are antiquated. Consequently, efforts of every kind have been made to remedy these defects, by the exertions of the Religious Communions; by the private enterprise of Schoolmasters, who have established adventure Schools; and by the efforts of the working classes themselves.

Before examining these results, it is, however, desirable to complete the description of the legal arrangements for the house, garden, and school-fees of the Parochial Schoolmaster.

The heritors are not obliged to provide a dwelling-house of greater accommodation than two rooms, including the kitchen.¹ The garden must be at least one fourth of a Scots acre, and be enclosed with "such fence as is generally used for such purposes in the district of

character of the country. The parish of Small Isles consists of four large islands detached and separated by arms of the sea; Rum, Cana, Egg, and Muck. There is a considerable population in each of these islands; they have got one Parish School in the principal island, where the minister resides, so that they have not the advantage of education at all from the parochial system." p. 121.

¹ Dunlop's Parochial Law, pp. 494, 495.

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the county where it is situated," and it is directed to be taken from "fields used for the ordinary purposes of agriculture or pasturage, as near and convenient to the Schoolmaster's dwelling-house as conveniently may be." (s. 8.) The heritors, with the concurrence of the Quarter Sessions, may, however, assign the Schoolmaster, in lieu of a garden, in addition to his stipend, at the rate of eight bolls of oatmeal per acre, to be computed according to the average provided for fixing the ordinary standard. (s. 8.)

Such arrangements are absurdly insufficient, and it would be a libel on the heritors, especially in the Lowlands, to suppose that they would not exceed the requirements of the law as to the dwelling-house of the Master. But that the standard adopted is low, is sufficiently evident from the suggestions of the witnesses most jealous of the well-being of the Schoolmaster. Even the representatives of the Parochial Schoolmasters ask, as the minimum accommodation, for only "four apartments, including the kitchen."¹ The Parochial Schoolmasters, in a memorandum of amendments upon the act which were proposed by them to the General Assembly in 1834, suggest "four fire rooms or apartments, including the kitchen."² But Mr. Gibson³, instructed by his knowledge, as Her Majesty's Inspector, of the arrangements now generally sanctioned, says, "I think a really able and good teacher is entitled to a dwelling-house consisting of a kitchen, a scullery, a parlour, a business-room or study, and three or four bed-rooms." It is a very humble cottage in England which does not contain a kitchen, scullery, and three bed-rooms with fireplaces; and the minimum accommodation for a Schoolmaster in Scotland ought to include also a sit-

¹ Evidence, p. 148. In this Mr. A. Menzies, p. 48., and Rev. W. Muir, p. 133. concur. Dr. Robertson, p. 65., asks for five rooms, including the kitchen.

² Mr. Gordon's evidence, p. 16.

³ Ibid, p. 27.

ting-room separate from the kitchen, to enable him to pursue his studies in privacy.

The compensation for the garden, when not provided in populous places, is obviously too small, as the prices of grain are greatly reduced since 1803, when this rate was fixed.¹

By the 43d Geo. III. c. 54. s. 16., the heritors and Ministers settle what subjects of instruction are to be taught in the School. They may also fix the school-fees from time to time, due notice being given, and a table of fees thus regulated is directed to be hung up in the school-room. (s. 18.)

The amount of the school-fees paid by the working classes, in all but certain Highland and Island parishes, is a rebuke to our English customs, and a commentary on the effects of education, continued through several generations, in enabling those supported by manual labour to appreciate its advantages, which no statesman should neglect. The facts are so important that I subjoin a table in which the statements of the witnesses examined in 1845 are collected together.²

In Scotland, education in reading, writing, arithmetic, and the Holy Scriptures, and formularies of the Church, costs a poor man from 10s. to 16s. a year for each child, and yet it is so general as to be almost universal

¹ Evidence of Mr. Gordon, p. 17.

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QUARTERLY FEES. The Subjects for which paid stated cumula- tively.	Mr. Gordon, p. 6.	Mr. Gibson.	Mr. A. Menzies, p. 41.	Dr. Robertson, p. 56.	Mr. Gordon's Report in 1846.	
					Lowest rate per Quarter.	Highest rate per Quarter.
Reading per quar- ter	2s. 6d.	1s. 6d. to 2s. 6d.	1s. 6d. to 2s. 6d.	3s.	1s. 6d.	5s. 0d.
— with writing	- -	2s. to 3s. 6d.	2s. to 3s. 6d.	3s. 6d.	2s. 0d.	6s. 0d.
— and arith- metic	3s. to 3s. 6d.	2s. 6d. to 4s.	2s. 6d. to 4s.	4s.	2s. 0d.	7s. 0d.
— and ma- thematics or	4s.	3s. to 10s. 6d.	3s. to 10s. 6d.	- -	{ 2s. 6d. 3s. 0d.	{ 8s. 6d. 10s. 6d.
— geography	5s.	6s. to 7s. 6d.	6s. to 7s. 6d.	5s. to 6s.	4s. 0d.	10s. 6d.
— and classics						

a With geography. b With mathematics.

in the Lowlands of Scotland not included in great cities. This fact¹ becomes the more significant, when it is borne in mind that generally the parents also provide the school-books and all other school materials, which, whatever care be bestowed on them, must cost at least four shillings more every year.

This is a subject full of interest and instruction. The example of Scotland is a complete answer to those who would make education in England entirely *free* of charge. That form of taxation is the lightest and the most salutary which carries with each payment the closest sense of a duty performed, and a benefit won in that home circle where every gain is most highly prized. I need not repeat the arguments previously set forth.

The regulation of the school-fees by a cumulative scale, according to the number of subjects taught, has, as every practical Teacher knows, a most injurious effect on the standard of instruction in the School. In the Presbyteries of Chirnside, Dunse, and Lauder, Mr. Gibson, in 1842-3², reported that little but the rudi-

¹ Dr. Robertson, in his evidence (p. 58.), suggests that "when a hired, or day-labourer has three or four children at school," "an exaction of half fees should be substituted," — "if they have more than one child at school." "The yearly wages of a hind, exclusive of victuals, are perhaps about 16*l*. While he has only one child at school, he can afford to pay the school-fees without difficulty; but when he comes to have two or three at school the amount of fees will be probably 10*s*. a quarter, or 40*s*. a year. Now 40*s*. is a larger proportion of his income than he can afford to pay for educating his children. I know it as a fact that the class of the community referred to have great difficulty in giving a suitable education to their families, when the family comes to be numerous." (p. 59.)

² Minutes, 1842-3, p. 683. Mr. Gibson, in his report on the Presbytery of Tongue (Minutes, 1842-3, p. 663.), says, "Very many children residing within two miles of the nearest school-house do not attend at all; this is mainly attributable to the extreme poverty of the parents, which prevents their paying the school-fees; from providing their children with the necessary school-books, and other apparatus, such as pens, paper, slates, &c.; and, in numerous instances, from supplying them with the clothing needful in winter." He then proceeds to describe the condition of several parishes in this respect. "A considerable number are prevented from attending by their distance from school." (p. 664.) "Most of the teachers complained of the nonpayment of a great proportion of the school-fees." (p. 667.) In

ments of instruction was on this account given. "It is obvious," he says, referring to his tables of the subjects taught in each School, "that the proportion which the number of Pupils learning writing and arithmetic bears to the whole number in attendance, is far too small; but when we find that even in the Parochial Schools only one Pupil in three learns geography, and not more than one in four studies grammar, the importance of inquiring into the causes of a state of matters so injuriously limiting the extent of the educational course through which the majority of the Pupils go, and thereby retarding their mental culture, becomes obvious." "The additional fees should be abolished. That which should regulate the studies of the Pupils should be, not their parents' ability or willingness to pay, but their own ability or desire to learn." There can be no doubt that, if the extension of education to the humblest classes be an object of national interest, this advice is sound.

The provision of school-books by the parents need not, as it has hitherto done, involve the selection of them. That has a tendency to disorganise the School by a want of accordance in the books used in the same classes. They are often either of different editions, or actually different works. The Scotch Schools have generally been deficient in organisation, and this dissimilarity of the books has been among the obstacles to the introduction of that careful classification of the Scholars according to their attainments, which is indispensable to the introduction of any correct methods of instruction. The proper remedy for this evil would consist in the school-fee being such as would cover the proper outlay on books, maps, slates, pens, and paper, and all other school materials, and that a certain proportion of

four Parochial Schools in Tongue "each teacher sustains a yearly loss of 5*l.* 10*s.*" In three Assembly Schools each teacher "sustains a yearly loss of 12*l.* 15*s.*" (p. 667.) In nine Parochial Schools in Tain the teachers lose 5*l.* 18*s.* 6*d.* each annually. (p. 668.)

the legal endowment of the School should be expended annually on the provision of these requisites.

It must not be supposed, however, that, in the Schools in the Highlands and Islands, either school-fees, books, or school fittings are always attainable. What is the condition of a large part of those districts may be gathered from the extracts from Dr. Norman M'Leod's evidence given below.¹

¹ 951. "Is there any difficulty in the children in these districts procuring the proper school-books?"

"The greatest difficulty. The kind of books they have are in the most wretched condition imaginable. The General Assembly's Committee have been endeavouring to remedy that evil, and I think in the course of the year 1842-3 upwards of 14,000 school-books were sold at very reduced prices, but a very great proportion of them given gratuitously. Some of the books that are used are collections; extracts from the English, translated into Gaelic. There is the greatest difficulty: the poor people have no money in circulation; and then all the schools, without exception, are totally destitute of any sort of school furniture. The very tables for writing are in many instances some plank that the ocean in its generosity has thrown ashore, and not a plane touched it, resting on stones at the one end and sods on the other; and a want of windows is great; the place for panes stuffed with straw, and some with bonnets, if the poor boys happen to have any, that are removed to let the light in occasionally; but as to maps, books, or any thing to aid education, there is no such thing, unless there happens to be in some particular good school a fine-spirited young fellow who gets any thing of the sort at his own cost. They are very badly off for books; but the great evil arises from the vast extent of parishes, and the divided salaries, and no accommodation. For instance, the parish of Jura is an island, I think, nearly thirty Highland miles long; the island of Colonsay is part of the parish of Jura; it lies, I suppose, forty miles west from the part of the island of Jura where there is the Parish Kirk and the Parish School. Then there is a Slate Island, with a very considerable population, probably from 200 to 300 people. Then there is the island of Shuna, and the island of Scarba. All these islands have no connexion with the Parish Kirk or the Parish School. It is from that that the evil arises: and the Clause of the Act, that was well intended, is really so wrought that we have few such schools at all. The salary in that parish is divided; the man at Colonsay has 11*l.*, the man at Jura 11*l.*, and the balance is frittered away in 2*l.*, and 3*l.*, and 4*l.*, among these teachers. In some of these islands the teachers dismiss the boys, and go to the herring fishing, and they make more money by fishing for a few nights than by their schools in six months. Then it will be observed that these poor teachers hold many other situations; the heritors, in their kindness, being anxious to do something for them. The schoolmaster probably is the precentor in the church, for which

The insufficiency of the legal provision for education in Scotland, not only for the remote northern districts, but also for the great increase of the population, its new distribution, and its altered social relations, have given rise to various new classes of Schools.

Among the most numerous are the Schools founded by the General Assembly of the Established Church. These are grouped into two *schemes*. The first comprises 118 Schools in the Highlands and Islands. In almost all these cases "the proprietors provide the school-house and a dwelling-house for the teacher, with a garden, croft, and fuel." The Schools of the second scheme, forty-four in number, are situated "in seventeen different counties." In twenty cases school-houses are provided for the teachers. These Schools are intended to provide for those portions of Lowland parishes which are remote from the Parish School, or for otherwise destitute localities. The Assembly have also fourteen Female Schools, to promote the moral and industrial training of girls.

he may have the salary of 1*l.* or 30*s.*; he is sometimes the postmaster; he is treasurer for all that is collected, and the disposal of it, for the poor; he very often acts as clerk at the meeting of the Justices of the Peace in the neighbourhood; he disposes of the Schedules and times of election, and things of that kind; in short, many things divide his time and attention. It is all meant well, in order to do something for the poor man, and after all his income is miserable."

952. "If this was not done the man could not live on his allowance as a schoolmaster?"

"Just so. Indeed I have been in school-houses, examining them; and I have letters in my pocket giving a most graphic account of the state of the schools, where, from the want of thatch, the water trickles down through the roof, and the poor children take refuge in a corner, as shelter from the rain, or group round the fire that is in the middle of the room, the walls being built with stone to which the hammer never was applied, but just as it tumbled out of the quarry, without any lime; the crevices are stuffed with fog; and the smoke finds no great difficulty in finding its way; the wind on one side drives it out through the crevices on the other side. No man can teach in such circumstances, nor can poor children attend for want of accommodation."

350 *Resources, &c. of the "Assembly" Schools.*

The table contained in the note¹ below gives a condensed view of the resources of these three classes of Assembly Schools.

The number of Scholars receiving week-day and Sunday instruction in the Assembly's Schools on the 1st of April, 1852, was 15,439, and "the whole number

¹ Extracted from Report of General Assembly's Education Committee for 1852.

	First Scheme.	Second Scheme.	Female Schools.	Total.
No. of Schools - - -	118	44	14	176
Teachers' Salaries - - -	£2655 6 8	£588 0 0	£91 0 0	£3344 6 8
— Emoluments from other offices - - -	201 15 6	53 3 0	- -	254 18 6
— Do. from voluntary local contributions - - -	179 34	144 5 8	5 0 0	328 9 0
— Augmentations from Privy Council - - -	278 10 0	70 10 0	- -	349 0 0
— Do. for Pupil Teachers - - -	51 0 0	36 0 0	- -	87 0 0
Amount of Fees or equivalents - - -	677 11 1	865 10 4	137 13 0	1680 14 5
No. of children enrolled during the year (calculated about) - - -	9661	5162	1051	15,874
— Do. April 1. 1852, (do.) - - -	7863	3879	787	12,529
No. of those learning writing (of those returned) - - -	4094	1959	320	6373
— arithmetic, (do.) - - -	2900	1335	165	5400
— geography, (do.) - - -	2248	1016	165	3419
— mathematics, (do.) - - -	161	47	- -	208
— Latin, (do.) - - -	152	77	- -	229
No. of Sabbath Scholars not at the Week-day Schools - - -	591	1008	188	1787

At all the Schools the Committee have reason to be assured that Religious Instruction is duly and carefully given. Besides the elementary branches of reading, writing, and arithmetic, which are taught in all the Schools, with the exception of writing and arithmetic in three or four of the Female Schools, the other branches in which instruction is given are, geography in almost all the Schools, and book-keeping, mathematics, and Latin to a few pupils in a considerable proportion of the Schools, both of the First and of the Second Scheme. In the Female Schools there are branches of female industry.

Sabbath Schools are taught at 64 of the Schools on the First Scheme, at 29 on the Second, and at 10 Female Schools, attended respectively by 3190, 2406, and 617 pupils, of whom respectively 591, 1008, and 188 are not pupils at the week-day Schools.

How important the aid under the Minutes of 1846 is to the Assembly Schools may be gathered from what is stated by Dr. Muir, as Convenor of the Education Committee of the Assembly: "We have never allowed a School of ours to be raised within three miles of a Parish School. We give 15*l.* a year and 25*l.* a year, which is the highest sum we have given. I may mention that some of the Assembly School teachers in favourable localities draw in fees about 20*l.*; others about 12*l.* or 14*l.*; while others do not draw much above 5*l.*; and a great proportion draw even less." Evidence, p. 84.

who had received more or less of such instruction throughout the year may be estimated at 18,784."¹

"The earliest Association formed in Scotland for purposes of education is the *Society for Propagating Christian Knowledge*, which commenced in 1701. The views that led to its formation are thus referred to in the Charter of Incorporation which it afterwards received:— 'Understanding the charitable inclinations of many of our subjects for raising a voluntary contribution towards the farther promoting of Christian knowledge, and the increase of piety and virtue within Scotland, especially in the Highlands and Islands, and remote corners thereof, where error, idolatry, superstition, and ignorance do mostly abound by reason of the largeness of parishes and scarcity of schools, &c.' This Society was countenanced from its commencement, and much encouraged by the Church of Scotland. In particular, the General Assembly, in 1709, placed at its disposal a considerable fund, which had been collected in the churches, by order of Assembly, for the purpose of increasing the means of education in the Highlands and Islands. Its resources gradually increased, and having at length accumulated a capital yielding a revenue of more than 5000*l.* per annum, it now acts almost wholly independently of contributions from the public. It maintains at present 229 Schools."

Besides these, it is known that 410 Schools have been established by Kirk Sessions in towns, or by private individuals and proprietors, or have been endowed by bequests, or are supported by subscriptions. By a Parliamentary Paper² ordered to be printed by the House of Commons, on the 21st of May, 1844, it appears that up to that period such Schools as had been founded and were supported by subscription aided by the Com-

¹ Report of Assembly's Education Committee for 1852, p. 8.

² No. 309.

mittee of Council, were established so as to oppose no obstacles to the admission of children of different sects, and were often governed by a body of mixed religious constitution. The Sessional Schools included in the preceding group of 410. are thus described by Mr. Gordon, in his Report in 1844 (p. 360.)

“The other mode, in which Schools are established and supported by the Church, is by Kirk Sessions granting from their ordinary funds arising from church collections, from casual mortifications, and other sources, allowances of fixed or variable amount, in name of salary, and this with the view of rendering practicable such a reduction of the wages as may render the School easily accessible to all. The Schools which are set on foot and aided in this manner are, most commonly, in the lately erected parishes *quoad sacra*. Their position is, for the most part, in the close vicinity of the Church, correspondingly with that more essential connection betwixt the Church and the School which is formed by the patronage and superintendence being exercised by the Kirk Session. And such localities are chosen the more readily, as a School in some measure protected is not likely to be less necessary within the bounds of a *quoad sacra* parish for its benefit, than within the bounds and for the benefit of the original civil parish, — the same reasons that produced the erection of a new Church, calling for the establishment of a School as much as possible on the footing of the parochial. The want of such a School is soon discovered by the insufficiency of the attempts that are made to supply its place¹, and by the incompleteness which the want of it occasions in the economy of the parish. For a small salary to the Master, recourse is had to the funds of the Kirk Session. The building forms another part of the contribution, and it is probably furnished by the same benevolent

¹ Evidence, p. 10.

individuals who contributed to the erection of the church."

The Schools connected with the United Presbyterian Churches are seventy-eight in number, and those of the Scotch Episcopalian Church forty-eight; and in the Minute of the General Assembly's Committee, sixty-three other Schools are reported as belonging to the Roman Catholic and other Communions.

It is also stated that 1123 "*Adventure*" or self-subsisting Schools exist, which have been founded solely as the personal enterprises of private Teachers, unsupported by any other form of aid than the fees of the Scholars.

"The Adventure School¹ is maintained wholly upon the wages paid by Pupils, at the stated terms, weekly, monthly, or quarterly. It presents a simple case of the exchange of labour for its value. The rate of wages is what the one party chooses to ask, and the other to give. The Teacher undergoes no trial of his qualifications, and generally receives no express appointment, perhaps no invitation to the office. His teaching embraces such branches of knowledge as he may himself think fit to offer, and as he may be asked to teach; it matters nothing to his right to exercise the calling, with what skill he may be able to conduct it. His School is visited occasionally by the clergyman of the parish; and annually by the presbytery of the bounds, who, if it presents any thing that claims especial notice, make mention of it in their Annual Reports to the General Assembly.

"The Adventure School is not always placed where other Schools are wanting, or beyond their range; it often happens that the protected Schools do not suffice to accommodate the whole population in their neighbourhood, or that they do not afford the instruction

¹ Mr. Gordon's Report, Minutes, 1844, pp. 351, 352.

which is desired. But generally, for this class of Schools, the most populous and the least populous stations have been chosen, because the former give encouragement in the amount of the resort which they afford, and because the latter, wanting probably an endowed or aided School, from the fewness of those whom it could serve, presents a clear though limited field for others."

"The Teachers of this class of Schools receive in general, as may be supposed, a smaller and more uncertain recompense than the others. How this affects the instruction which they give, it does not belong to the present purpose to explain. But when the recompense is very small and uncertain, these consequences are often observed,—that the Teachers give a considerable portion of their time and labour to other occupations; that they are not devoted to the business of teaching with the steadiness and zeal which it requires; that their Schools are closed during a great part of the year, and are exposed to the disadvantage of a frequent change of Masters. All this might have been anticipated much more readily than the fact that Teachers should have been found at all for so large a proportion of the Schools now referred to."

Subjoined is a description¹, by Mr. Gibson, of the

¹ "The dimensions of the School-house at Coldingham Moor are 16 feet by 15. The floor is earthen, and the whole apartment extremely damp and miserable. The only furniture is a small desk and a few wretched forms. The dwelling-house of the Schoolmaster consists of one apartment only 15 feet by 12. The instruction given, and, indeed, the ability of the teacher, cannot be spoken of more favourably than the School-house. The branches taught are reading, writing, and arithmetic. The attainments of the teacher were limited to these branches, and the standard by which their extent, even in these, was determined, on his application for the situation, was his ability to write his own name. The apartment in which another of these Schools was taught was originally a hay-loft. The lower story, at the time of my visit, was used as a stable. The instructions given were limited in extent, and imparted with no degree of skill. The apartment in which another was taught was only 11 feet by 6, the height of the wall being 7½ feet. The value of the instructions given was as unsatisfactory. Another was held in

“Adventure Schools” in the presbyteries of Chirnside, Dunse, and Lauder, there being only two exceptions to a common rule of inefficiency!

The total number of Schools in Scotland was estimated at 4407 in the Abstract of the Educational Returns¹, published by order of Parliament in 1841; but the respective numbers of the different kinds were not there distinguished. Some notion of this, however, may be gathered from the Reports of the General Assembly’s Educational Committee. That of 1842 refers to 3047 Schools examined by presbyteries, of which the different descriptions are as follows:—

Parochial	-	-	-	-	875
Subscription	-	-	-	-	281
Burgh	-	-	-	-	89
Privately endowed, including Societies’				}	528
and Assembly’s Schools	-				
Adventure	-	-	-	-	1274

In the 790 parishes reported, there are not less than 329 localities which are without the benefit of Schools of any description, and where, in the opinion of the ministers of the bounds, looking to the amount of the population and their distance from any existing means

an apartment which had been converted, from being a stable, into a School-house. The instructions given were very imperfect. Of eleven pupils learning arithmetic, and several of whom had gone through a great part of the text-book, not one could write on his slate 8360, 2605. In another I was told by the teacher that a third part of the fees was not received. The teacher of another, having had his leg amputated, was compelled to abandon his trade as a weaver and to “take up a school.” Everything in his School-room was miserable. The supply of forms and desks was insufficient. There was no order and no method. The classification was regulated by the books which the pupils happened to possess, and there was no skill exhibited by the master in conducting any one of the processes of instruction. Another of these teachers, at whose School the average daily attendance had been during the winter 45, had not realised, during the preceding year, from the fees of his pupils, more than 3*l.* 10*s.* From the beginning of the session, in October, until the time of my visit, in April, only 1*s.* of fees had been paid. He had been compelled, in order to secure a maintenance, to open a small grocery shop. I refrain from all comments.”

¹ Mr. Gordon’s Report, Minutes, 1844, vol. ii. p. 363.

of education, it is desirable that Schools should be established.¹

If the means of supporting a School were provided, the inquiry gave reason to believe that School "accommodation"² would be supplied by local efforts in 175 places; that there were 56 in which such supply was uncertain; and 14 where it was not expected.

The number of Schools in the reported parishes not affording an income of 35*l.* per annum was 1181. Their average income (not including that of those not stated) was 19*l.* Of these, there were 54 whose income did not exceed 10*l.*, 322 in which it was between 10*l.* and 20*l.*, and 288 in which it was between 20*l.* and 35*l.* "From this pittance the Teachers have, in very many instances, to provide the accommodation of a School-room and dwelling-house for themselves; and in others, a free School-room was the only advantage of the kind which they possess."³ These inadequately supported Schools were "mainly of the Adventure class; but many of them were also Parochial, Societies', Subscription, and privately-endowed Schools."⁴ "Not a few of the Schools in question were of the established Parochial class. The case occurs sometimes in the Lowlands, where the statutory allowance has been divided among two or more Teachers; and sometimes in the Highlands and Islands, where the maximum allowance has not been fixed, and where the addition from School wages is necessarily very small. Instances of the latter may be found in the counties of Ross, Inverness, Orkney, and Shetland."

Without descending into greater details, the means for which are abundantly furnished by the excellent Report of Mr. Gordon, from which I have made frequent extracts, the foregoing statements may be accepted, as giving a general view of the growth and distribution of

¹ Mr. Gordon's Report, Minutes, 1844, vol. ii. p. 362.

² Ibid, p. 366.

³ Ibid, p. 368.

⁴ Ibid.

the several classes of Schools in Scotland prior to the Secession of the Free Church.

Before proceeding to contemplate the consequences of that event, there are certain interesting features of the Scottish Schools which deserve a careful attention. Though the Parochial Schools were by their original constitution, and by the successive Statutes which have regulated their government, placed under the control of the Courts of the Church of Scotland, they have been conducted in a very tolerant spirit. The independent legal position of the Master, when once appointed, and the circumstance that his support is derived, to a great extent, from School fees paid by the parents, have rendered the Parochial School common to the children of every Communion. Even the Education Committee of the General Assembly in 1829, appointed chiefly to distribute the funds collected by the Church for the establishment and support of Schools in certain districts of the Highlands and Islands, report, "that a considerable portion of those attending at the several Schools are of the Roman Catholic Church; and it is proper to state that the Schools are always open to Scholars of this class, as freely and on the same terms as to the Protestants, and that the Teachers have been directed not to press on the Roman Catholic children any instruction to which their parents or their priest may object, as interfering with the principles of their own religion. The Roman Catholics resort accordingly to the General Assembly Schools, in most cases, without jealousy or reluctance, and receive every branch of literary instruction in the same classes with the Protestants, from the same School books, and without any sort of distinction betwixt the two denominations. At the same time the Committee have specially directed that the instruction given at the Assembly Schools, whatever may be the number of the Catholics usually in attendance, shall be accommodated strictly

and exclusively to the principles of the Established Church, and the Catholic children are invited to participate, so far as their advisers may think proper to direct them."

It is important to remark¹, that the course, thus described by the Education Committee of the General Assembly, is pursued in the Schools founded under its immediate superintendence, and supported by the funds confided to its care by the Church of Scotland, being raised by subscriptions and collections in the churches. More substantial proof could scarcely be given of the tolerant spirit of this Committee, than such relations to children

¹ In their Report in 1832, the Church of Scotland's General Assembly's Education Committee state:—"It was formerly reported to the Assembly that several of their Schools have been established in districts where the Roman Catholic Religion prevails, — in Arisaig, Moydard, Lochaber, and the Outer Hebrides. The Committee have now farther to explain that nine of the Schools on the present establishment are more or less frequented by pupils of that persuasion; that the total number of Roman Catholics in attendance is about 200; and of Protestants about 350; and that in none of these Schools at present, does the attendance consist exclusively of Roman Catholics.

"The Committee now beg to report, that in all the Schools here referred to, frequented as they are by Roman Catholics, the principles of religion are inculcated invariably by all the several methods before detailed.

"The Committee have already recorded, in their Report of 1829, in what manner they have deemed it expedient and reasonable to deal with the Roman Catholic population in the matter of religious instruction. The practice there described, neither attempts to convert from the Roman Catholic faith, nor to instruct in its principles: it recognises, in all the religious lessons that are given, nothing but what is Protestant, and omits no part of the Protestant doctrines, — while at the same time it does not seek to enforce on the Roman Catholic scholars any portion of those lessons to which they may object as inconsistent with the peculiar tenets of their Church. By this toleration, which is scrupulously practised, as well as pledged both in prudence and humanity, the Committee are assured that their Schools have been everywhere acceptable and attractive to the Roman Catholic population. Without any apparent remembrance of the religious distinctions that subsist betwixt them, the Roman Catholics are well pleased to be instructed along with the Protestants in all the literary branches: and they think it not unsafe to be present in the Schools when religious instruction is imparted to their Protestant fellows, upon the methods which they themselves may on principle not have chosen to accept.—It may be added, that the Roman Catholic scholars have generally, or rather universally, declined to be instructed in the Protestant Catechisms."

baptized according to the rites of the Church overthrown by the Reformation, and whose edifices, revenues, and privileges the Established Church now in part possesses. The Scotch Episcopalian Church, until recently, had established few Schools. The rest of the Communions of Scotland concur in doctrine with the Church of Scotland, and on the basis of the Assembly's Shorter Catechism, common instruction in religion might be given. Consequently, not only the Parochial Schools, but those numerous supplementary Schools which, with the increase of the population, had been established by private teachers as "*Adventure Schools*," or by the separate Communions before the separation of the Free Church, had this characteristic, they were tolerant as to diversities of religious belief.

Whatever therefore were the defects in the constitution of the Parochial Schools, of those established by separate Communions, or of the "*Adventure Schools*," the majority of the youth of Scotland received religious instruction in them, on the common basis of the Assembly's Shorter Catechism, and such as, belonging to non-presbyterian Communions, could not accept such instruction, were permitted to enjoy the other advantages of the Schools, without any requirements inconsistent with the rights of conscience.

These features in the Education of the poor of Scotland are so important, both in their relations to its history, present condition, and future prospects, that I may be pardoned for recapitulating them, rather in a logical series than in the form of narrative.

The existence of common Schools in Scotland has been greatly facilitated, by the agreement of the great majority of the inhabitants in religious doctrine, on the basis of the Shorter Catechism of the Assembly of Divines.

In the Presbyterian form of church government, the laity have authority both in the Kirk Session, in the

Presbytery, in the Synod, and in the General Assembly. This circumstance, together with the comparative independence of the Schoolmaster of clerical influence, has prevented the Parochial School from acquiring a sectarian character. The Statute assigning to the heritors the power of settling the branches of instruction to be taught and the amount of the School fees, has contributed to the same result, which has been confirmed by the great dependence of the Master on School fees, in consequence of which the parents have acquired a practical influence over instruction in the Schools.

The tolerant character of the Parochial School has been promoted by the fact, that the master had to contend with the rivalry of "*Adventure Schools*," by the success of which, the School fees, from which a great part of his own income was derived, might have been diminished. This mutual rivalry impressed the same character of comprehensiveness on the Non-parochial Schools.

Up to the period of the disruption of the Free Church, public attention had been scarcely awakened to the existence of features in the Parochial Schools, inconsistent with an equality of civil privileges, nor had other defects in the Parochial School system been the subject of much public animadversion.

But the separation of the Free Church was brought about by principles, and was attended by circumstances, which inevitably raised the question of the mode in which, with the greatest public advantage, an equality of civil privileges could be secured among the Communion of Scotland, in the education of the people.

The disruption was caused, by the failure of some of the ablest and most devoted of the members of the General Assembly, to establish in the Civil Courts, or before Parliament, the right of a Christian congregation to exercise a practical control over the appointment of its minister. In this question, the influence of the laity



in the spiritual affairs of the Church was asserted, as one of the essential principles of the Reformation. Their failure in the establishment of this principle almost drained from the Church its life-blood. On one solemn day of assembly more than 400 ministers separated themselves from its Communion, and since May 1843, the Free Kirk has built 800 churches, and maintains 800 ministers.¹

The consequences of this catastrophe on the education of Scotland might have been predicted. The principles which led the Free Church to assert the authority of the Christian congregation in spiritual affairs, would not fail to manifest similar tendencies in public education. The School could not be regarded by the establishment, or by the Free Church, as an institution to be separated from religious government, and given up to a purely civil control. But the nature and extent of the proper control remained to be defined, and these questions involved the character of the governing body.

The first efforts of the Free Church were accordingly directed to the building of Schools and Teachers' houses in connection with every church. It was proposed in 1843, to raise funds for the erection of 500 School buildings, and for a new College. Subscriptions amounting to 60,000*l.* were accordingly promised to be paid in annual instalments within five years. In 1849 the Education Committee report that, "the entire sum realized in all the five years is 39,113*l.* 18*s.* 3*d.*"²

¹ Quarterly Review, September 1852, p. 451.

² Report of Education Committee of Free Church of Scotland, June 1849, "That the entire sum realized in all the five years is 39,113*l.* 18*s.* 3*d.*; of which 5,864*l.* 16*s.* 8*d.* has been paid in yearly instalments to the College Committee; and on the principle hitherto followed, a sum of 654*l.* 3*s.* 0½*d.* is now due; that the grants voted are in number 363, and in amount 37,059*l.* 6*s.* 10*d.*; that the grants voted and paid are in amount 26,864*l.* 6*s.* 10*d.*; and that the grants voted but not paid are in amount 10,695*l.*; that the applications are in number 76, and in amount 7,410*l.*; and that the sum likely to be available for meeting these claims is 9,967*l.* 12*s.* 7*d.*, or say 10,000*l.*" p. 5.

362 *Number of Free Church Schools in 1849.*

In the same period, the Education Committee erected Normal Schools in Glasgow and Edinburgh, at a total cost, including the Government Grants, of 19,099*l.* 16*s.* In the same year the Committee reported the existence of 428 Congregational Schools, and 177 Schools either subordinate or subsidiary to the first class, and chiefly situated in the Highlands. Besides these, a third class of 12 Missionary Schools existed in destitute localities, but most of them in connection with churches either "in progress or in contemplation." Seven Grammar Schools had also been established in important towns, and 102 Evening Schools, "the attendance on which may be regarded as nearly all additional to the attendance during the day." These Schools were taught by 659 teachers, "all receiving salaries or gratuities, more or less upon the scheme."¹ Respecting the number of scholars the Committee report as follows:—

"The number of children reported as attending our salaried Day Schools is 36,518, besides 1,409 attending the model classes of the Normal Schools, and 182 normal students. Taking an average from the ordinary Day Schools returned for those not returned, we have to add 17,286, making in all the number attending our salaried Day Schools to be 55,395. But besides, we have returns of 4,939 children attending the 190 Schools not on our scheme, but reported to us as substantially Free Church Schools; and we have reason to believe, that no fewer than 5,200 children are in attendance on similar Schools not reported to us; making 10,139 to be added to the above number 55,395; and thus raising it to 65,534. And if we take into account the 102

¹ "Over and above the Schools and teachers properly upon our establishment, there are Free Church Schools throughout the country, some connected with congregations or bodies of adherents, and others set on foot by individuals on their own responsibility, which do not depend on our funds, but are yet effectually doing our work. We have returns concerning 190 such Schools; but we have reason to know that they are considerably more numerous." p. 3.

Evening Schools reported, with an attendance of 3,563 children, and make due allowance for Schools of this class not reported, we are safe in concluding that at least 70,000 of our Scottish youth are receiving their education under the auspices, and to a large extent at the cost, of the Free Church of our fathers." (p. 2.)

Besides the Day Schools, the Committee also reported the existence of 1,024 Sabbath Schools with 5,199 teachers, and 58,606 scholars.

"The following scale of payments for teachers" from the central fund was adopted in 1849 (p. 6.):

1. Rectors of Grammar Schools	-	-	-	-	£60
2. Outed Parochial Teachers	-	-	-	-	30
3. Outed Assembly Teachers	-	-	-	-	20
4. Outed Teachers of the Society for Propagating Christian Knowledge	-	-	-	-	15
5. Teachers of Congregational Schools, not falling under any of these three classes	-	-	-	-	15
6. Gratuities and Allowances to District Schools, &c.	-	-	-	-	£10, or 5

The Committee did not, however, engage to pay these sums in full, unless the whole funds collected by the Churches were sufficient for that purpose, which at the time they were not.¹ Besides these resources, the teachers

¹ "ESTIMATES FOR SUPPORTING AND EXTENDING THE SCHEME.

"THE following calculations have been made to indicate how congregations may at once proceed to reduce to practice the suggestions thrown out in the body of the Report:—

"The sum required to enable the Education Committee to meet its present obligations in the payment of the teachers' salaries and other expenses of the scheme, is 15,000*l*. The sum required to make the existing establishment of Schools thoroughly efficient, by augmenting the salaries of meritorious teachers and otherwise, is 18,000*l*. The sum required to extend the scheme so as to meet fully the applications which have been made for additional Schools and teachers, is 20,000*l*. The first of these sums does not include the funds required for building Schools.

"The present income from monthly and other contributions may be estimated at 7000*l*. and from collections and other sources, at 4000*l*.—in all 11,000*l*.

"The income at the disposal of the Education Committee thus falls short of what is required to enable them to meet, in full, their present obligations,

364 *Declaration of Free Church on Scottish Education.*

enjoyed such income as was derivable from School pence, from certain offices connected with the congregation, and from local contributions.

With respect to the design of the Free Church in founding these institutions and their relations to a National System of instruction for Scotland, the Education Committee make the following declaration : —

“ We have, for our part, as a Church, emphatically declared our preference for a National System of education, based upon that form of sound words which almost all in Scotland agree in using for the catechising of the young. And if, while waiting for such a system, or almost despairing of it, we apply ourselves meanwhile to set up and support Schools of our own, in strict connection with our own Church, her creed, and her congregations, we protest against such a movement being called, in any fair sense, sectarian. No doubt, having, as things at present stand, the entire responsibility of the whole movement, we take our own way of meeting that responsibility, by testing the faith of teachers, and by allying our Schools to our flocks. But we do not plant our Schools as nurseries of Free Churchism, nor do we ask our teachers to make proselytes to Free Churchism of their pupils. Our Schools are really as simple and purely elementary Schools for giving a good general education to the young, as were the best parish Schools before the disruption. Our teachers, like other teachers, teach the Bible and the Shorter Catechism, along with the common branches of School instruction. The only peculiarity is, that Free Church parents may send their children to our Schools, without any fear of

by the sum of 4000*l.*, exclusive of the unpaid grants for building Schools. This deficiency has been met, during the past year, by drafts on another branch of the funds for Educational purposes, and by withholding from the teachers a proportion of their salaries. The former of these *cannot* be done again, and besides, the money must be immediately repaid; the latter *ought not* to be done again; it was most painful to the Committee to be forced to do it at all. How, then, is the deficiency to be met for the future?” p. 23.

Recapitulation of Number of each Class of Schools. 365

their being drawn away from the Church; and others, to whom the guarantee of a Christian Church seems of value, may send their children without any fear of their being drawn away from Christianity." p. 10.

The tendency of such efforts must obviously have been to occasion the absorption of a great number of "*Adventure Schools*" into the congregational, subsidiary, or Missionary Schools of the Free Church, or into the Parochial Schools roused by this rivalry to make more strenuous exertions to maintain the number of their Scholars.

With this disruption of the Free from the Established Church of Scotland, occurred the first positive tendency in Scotland to the creation of a system of public education, consisting of separate Schools in connection with the several Religious Communions. On this account, I have been the more careful to mark its features, tendencies, and the progress which this new phenomenon had made in the year 1849.

The relative numbers of the Schools of the several Religious Communions of Scotland may be stated, from the Reports of their Education Committees, and particularly from the Minute of the General Assembly's Committee, dated April 11th, 1850, as follow:—

1. Connected with the Established Church of Scotland there are —

Parochial Schools	-	-	-	-	1049
Schools established by the General Assembly in the Highlands and Islands, and chiefly supported by its Education Committee	-	-	-	-	184
Schools connected with the Society for Propagating Christian Knowledge	-	-	-	-	229
Sessional, Private, Endowed, and Subscription Schools, in all the parishes except 40, from which there are no returns	-	-	-	-	410
				—	1,872

366 *Recapitulation of Number of each Class of Schools.*

Total number of Schools connected with the Established Church of Scotland, except Ses- sional, Private, Endowed, and Subscription Schools in 40 parishes, from which there are no returns (Brought forward) - -				1,872
2. Schools connected with the Free Church, in all the parishes - - - - -				626
3. Schools connected with the United Presbyterian Churches, in all the parishes - - -				78
4. Schools connected with the Scotch Episcopalian Church, in all the parishes - - -				48
5. Schools in connection with Roman Catholic and various other Religious Communions - -				63
				<hr/> 815
Number of Schools connected with Religious Com- munions in all the parishes, except 40 not reported				2,687
6. Number of unconnected Schools reported in all the parishes except 40 - - - -				1,684
N.B. Of these unconnected Schools, 1123 are said to be "Adventure Schools."				<hr/>
Total number of Schools reported in all but 40 parishes - - - - -				4,371

The Abstract of Returns to the Parliamentary Inquiry of 1834, gives, as the total number of Schools in all the parishes, 5042; but there is good reason to believe that the Schools which would make up the difference between these two numbers, as far as they are not in the 40 unreported parishes, are either of so inferior a character as not to deserve the name, or have been absorbed into the other classes of Schools, in consequence of their increased activity since the disruption of the Free Church.

It is also computed that the Scholars attending 4217 of these Schools amount to 261,454, giving an average of 62 to each School, that being the average amount of the attendance actually ascertained at 3334 of these Schools. The average attendance at each of the different classes of Schools connected with the Church

of Scotland, appears from the Table subjoined in a note to be 71.¹

The income of the several classes of schools may be thus estimated: —

The masters of Parochial Schools in Scotland have been hitherto secured by law a minimum stipend of 25*l.*, which may be augmented to 34*l.* by assessment, as circumstances may appear to the heritors to require. There are, as we have seen, 1049 Parochial Schools.

The probable annual income of the Parochial Schools from the charge on the heritors is, therefore, about 30,000*l.*, exclusive of the accommodation of the School house and of the master's dwelling-house and garden, which may be worth, on an average, about 10*l.* per annum. The School fees, together with the resources derived from the adjunct offices of sessions' clerk, and heritors' clerk, commonly held by the master, are supposed to amount to about as much as the legal stipend, making an average income of 60*l.* per annum², besides the accommodation described.

Besides the legal endowment and the School fees of the Parish Schools, the General Assembly's Education Committee report that, in the 926 parishes of Scotland, a sum of about 10,000*l.* is annually collected towards the

	No. of Schools, the attendance at which re- ported	Amount of at- tendance.	Average at- tendance at each School.	Average number of pupils enrolled throughout the year at each School.
Parochial	981	70,818	72	83
Sessional	104	11,892	114	
Assembly	179	11,329	62	
Society	136	6,334	46	
P. Endowed	175	12,885	73	
Subscription	96	6,244	65	
	1671	119,509		

² The Parochial Schoolmasters, as has been stated, estimate this average income at 51*l.* or 53*l.*, but this is supposed to be exclusive of the stipends of the adjunct offices.

368 *Income of Privately-endowed & Subscription Schools.*

augmentation of masters' stipends, and the general expenses of Schools.¹ A further sum of about 5000*l.* per annum is subscribed towards the building of new Schools, repairs, and fittings.

Besides these local annual Contributions, the Education Committee of the General Assembly derive from parochial collections, legacies, donations, subscriptions, and other sources, 7000*l.* per annum, which is expended in the support of Schools chiefly in the Highlands and Islands, and in the maintenance of the Normal Schools.

The Privately Endowed and Subscription Schools are believed to enjoy an income of between 30,000*l.* and 40,000*l.* per annum, or about equal in amount to the endowment of the Parochial Schools. Among the private endowments are the following:—

1. The funds of the Society for propagating Christian Knowledge, amounting to about 6000*l.* per annum, are chiefly expended in the maintenance of Schools in the Highlands and Islands.

2. The Dick Bequest, for the augmentation of the

¹ "The contributions made during the last year by heritors, parishioners, or others, or by Church collections, directly in behalf of the Schools " connected with the Church of Scotland or under teachers in that connection, in the 926 parishes, amount to no less than 15,273*l.* These contributions, be it remarked, are entirely voluntary; they do not include the produce of mortifications; nor the expenditure on Parish Schools, under the obligations of the Act. They are also contributions of a strictly local description; they do not include the sums expended by this Committee, or by the Society for Propagating Christian Knowledge, in upholding their respective schools. It is farther to be remarked, that the sums so contributed are partly such as may be expected to be given annually; partly, of another description; in other words, they are partly contributed towards the schoolmaster's salary, partly towards the expense of the erection of School buildings, or the supply of other parts of accommodation. The returns do not afford the means of calculating the exact amount of the sums applied to each of these purposes; but there is reason to believe that the contributions which may be considered as annual, amount to little less than 10,000*l.*; and those which have been given once for all, and for such purposes as School building, to somewhat more than 5000*l.* Contributions of the latter sort, however, though not recurring in the same parishes, may be considered as yearly recurring, with reference to the country at large."

salaries of Parochial Schoolmasters in the counties of Aberdeen, Banff, and Moray, is about 4000*l.* a-year.

The Milne Bequest, for increasing the salaries of Parochial Schoolmasters in the county of Aberdeen, is about 2000*l.* a-year.

4. The endowment of the Dollar Academy is upwards of 2000*l.* a-year.

Other considerable endowments are those of the Wallacehall Schools in Dumfries-shire, and of Milne's Free School at Fochabers.

The funds annually raised by the Free Church Education Committee now amount to 15,000*l.* per annum, including upwards of 1500*l.* derived from School fees paid at the Normal Schools.

If we may presume that the whole income of the Free Church schoolmasters averages 45*l.* per annum (or is 28,270*l.*), then the sum derived from School fees and local contributions much exceed that distributed by the Education Committee, and if it range as low as 40*l.* a-year, it must equal the sums thus appropriated when the charges of the Normal Schools are deducted from the annual income of the Committee.

There are no means of accurately stating the annual income of the other Education Societies, nor of the Schools connected with the other Religious Communions.

To recapitulate: the income of the various classes of Schools in Scotland may be very roughly estimated as follows:—

			£
1049 Parochial Schools.	From legal endowments ¹	-	30,000
	From School fees ²	-	30,000
	Annual value of accommodations, &c.	-	10,000
Normal Schools of Church of Scotland, and 184			
	Schools in the Highlands and Islands	-	7000
	School fees and local subscriptions		5000
			82,000

¹ The accommodations are not included.

² The adjunct offices are included.

370 *Summary of Income of each Class of Schools.*

	Brought forward	-	-	-	-	£ 82,000
639	Privately Endowed, and Subscription Schools, including 229 belonging to Society for propagating Christian Knowledge, at 40 <i>l.</i> each	-	-	-	-	25,560
626	Schools supported by the Free Church, including Normal Schools. From subscriptions to central fund, &c.	-	-	-	-	13,500
	School fees, local subscriptions, &c. about	-	-	-	-	15,000
78	Schools connected with United Presbyterian Churches, at 40 <i>l.</i> each	-	-	-	-	3,120
48	Schools connected with the Scotch Episcopal Church, at 40 <i>l.</i> each	-	-	-	-	1,920
63	Schools connected with other Religious Communions, at 30 <i>l.</i> each	-	-	-	-	1,890
1123	Adventure Schools, at 20 <i>l.</i> each ¹	-	-	-	-	22,460
561	Other unconnected Schools, at 20 <i>l.</i> each	-	-	-	-	11,220
129	Schools in 40 unreported Parishes, at 30 <i>l.</i> each	-	-	-	-	3,870
						<hr/> 180,540 <hr/>

This estimate is so rude, that it can afford only a general indication of the relative proportions, in which the charges of public education in Scotland are borne, by the several Religious Communions, by assessment, and by the poor.

The statistics of the numbers attending the Schools connected with the Religious Communions can be derived from the Reports of the Education Committees. But those reported upon comprise only 3334, out of probably 4500 Schools², if those in the 40 unreported parishes be included. The average attendance ascertained in the 3334 Schools is about 60 Scholars. But that of the 1166 unconnected Schools is known to be low. Probably, an average attendance of 50 Scholars in 4500 Schools would represent a larger number than can be found in any Schools in Scotland. This would give 225,000 Scholars for the whole of Scotland and the Islands. The population of Scotland, in 1851, was

¹ See results of Assembly's Inquiry in 1842 (*ante*, p. 356.), where the income of 1181 Schools is reported to be on the average 19*l.*

² *Vide ante*, p. 366.

2,870,784; and if we presume that one-eighth, or 358,848, ought to be at School, then there were 133,848 of these who were either not at School, or belonged to the upper and middle classes of society.

This statement, in the absence of the Census Tables of Education for 1851, must be regarded as merely conjectural; but from the accounts given of the condition of juvenile depravity in the large towns, and of the destitution of the Highlands, little doubt can be entertained that barely two-thirds of the children who ought to be at school are in attendance on any School in Scotland.

Then, if we may presume that the rude estimate made above of the cost of educating these 225,000 Scholars approaches to anything like accuracy, the annual charge for educating each Scholar, without including the value of the School-buildings, is 16s., which resembles closely the expenditure on each Scholar by the Religious Communions in England.

Before proceeding to describe briefly the condition of the Schools, it may be desirable to show what progress has been made in the attainment of the advantages derivable from the Minutes of 1846.

The Minutes of 1846 did not come into operation until the autumn of 1848, or until four years and a half had elapsed from the period of the disruption of the Church of Scotland. Their application to that part of Great Britain was so regulated, as to have no tendency to prejudice the settlement of the basis on which the Schools of Scotland should rest. On this ground, the rules, as to the assistance to be granted to Parochial Schools, did not admit, in fulfilment of the pecuniary conditions of these grants, the sums raised by the legal assessments of the heritors in payment of the stipends of Masters. The regulations are contained in the note below¹, extracted from the Explanatory Letter to Her

¹ "The Masters of Parochial Schools in Scotland are by law secured a minimum stipend, amounting to about 25*l*. This salary may be augmented

Majesty's Inspectors on the Administration of the Grants under the Minutes of 1846.

to about 28*l.* or 34*l.* by assessment, which the heritors are required by law, under certain circumstances, to raise. It may also be raised by the School-pence of the Scholars, by voluntary subscriptions, or, which is equivalent, by voluntary assessment.

"The Committee of Council are of opinion, that, in as far as the stipend required by law is not discretionary but compulsory, it cannot be taken into account in fulfilment of their Lordships' grants in augmentation of the salaries of Teachers who obtain certificates; but that if the heritors or others, in the exercise of their discretion, raise the stipend above the minimum required by law in the case of each parish, the excess of the assessment beyond that minimum may be accepted in fulfilment of the conditions of their Lordships' grants.

"If, therefore, the Master of a Parochial School, upon examination, obtain one of their Lordships' certificates, the first condition of their grants would be fulfilled, if the following contributions to his salary were made:—

	<i>£</i>	<i>£</i>
For the augmentation of - - -	15, and for that of 20	
The minimum stipend required by law	25 or upwards.	25 or upwards.
A further contribution by assessment or subscription, and also whatever might be required to raise the School- fees to 15 <i>l.</i> in one case, and to 20 <i>l.</i> in the other	15	20
From School-fees might be derived -	15	20
	<u><i>£</i>70</u>	<u><i>£</i>85</u>

"Salaries of 70*l.* or 85*l.* would, therefore, be secured to Parochial School-masters in Scotland, who obtained certificates of the third or lowest degree of merit.

"It is to be hoped that the lower of these two stipends would enable parishes in the Highlands and Islands to secure the services of a Master who had obtained this certificate.

"If certificates of the first and second degree of merit were obtained, the Master's salary would undergo a proportionate increase. This stipend might rise to 100*l.* for the second degree, and to 115*l.* for the first degree of merit, but the examinations for such certificates would secure a high order of attainment, character, and skill.

"In the Lowlands of Scotland, the School-pence would sometimes considerably exceed the sum required as a condition of the grant in augmentation. These salaries would, therefore, in the Lowlands probably range from 90*l.* as the minimum stipend of a Master holding a certificate of the third degree of merit, to 150*l.* or upwards as the stipend of a Parochial Teacher who had obtained a certificate of the first degree of merit.

"The assistance thus granted to promote the efficiency of the Parochial Schools of Scotland is such, as to induce their Lordships to give some ad-

The aid granted for the objects to which these Minutes relate, and for the purchase of books and maps, to the

ditional force to those conditions of permanency previously indicated. The heritors will be required to secure, for five years at least, the augmented assessment or contribution to be made by them, as a condition of the augmentation.

"Their Lordships will not be satisfied with the minimum accommodation to be by law provided in the Teacher's house. They will require that the house shall consist of at least four rooms, each containing 140 square feet of area, or, when the legal provision alone has been made, they will accept as a temporary arrangement, until the house can be enlarged, an annual contribution of 6*l.*, in addition to the accommodation otherwise required.

"In certain parishes the heritors' stipend is legally divided by them among two or more Schools, but they are not required to provide more than one Teacher's house. Their Lordships will accept, as a temporary arrangement, a contribution of 10*l.* in every such case, instead of a house and garden, when they have not been provided; and will also expect that, in addition to the stipend legally allotted to the School, the heritors shall secure to the Master for five years a further salary, equal at least to twice the amount of their Lordships' grant in augmentation. One-half of this further salary may be derived from School-fees.

"It has been represented to their Lordships, that the Parochial Schoolmasters in Scotland have very generally the adjunct offices of session clerk, heritors' clerk, collectors of parochial assessments, or inspectors of the poor. The average value of these offices to each Schoolmaster throughout Scotland is supposed to be not less than 10*l.*, but to many of them it is much more. For example, to the Schoolmasters of Ayrshire, Mr. Gordon reports that it amounts to 20*l.*; and, in particular cases, a much larger augmentation of stipend is derived from these sources. The Committee of Council have, therefore, been called upon to determine, whether Masters, receiving the augmentation offered by their Lordships to those who have obtained their certificates, should be allowed to retain any of these offices. This augmentation removes all plea for retaining such offices on the ground of an insufficiency of income, and increases the cogency of the reasons for requiring, that every precaution should be adopted to secure that the Schoolmaster shall devote his whole time and energies to his School duties, especially as those duties will now be extended to the education of Pupil-teachers, during one hour and a half daily before or after the usual school-hours.

"The office of session clerk is connected with the keeping of the records of the session, and it has been customary and is convenient that these documents should be deposited in the house of the Schoolmaster. Their Lordships are informed that the duties of session clerk occupy no part of the usual hours of school-keeping, and that, in the great majority of parishes, they require little time for their due performance. On these grounds, my Lords are disposed to make an exception in favour of the retention of the office of session clerk, grounded on usage, convenience, and compatibility with the primary duties of the Parochial Schoolmaster.

"In parishes containing less than 400 inhabitants the duties of heritors' clerk would occupy little time; and as in small parishes the difficulty of

374 *Sum granted in Scotland under Minutes of 1846.*

several classes of Schools in Scotland in the years from 1849 to 1852 inclusive, is set forth in the Table No. 1., Appendix H.

From this Table it appears, that the total amount of aid received in these four years, for each purpose contemplated, was as follows:—

Religious Communions.	In augmentation of Salaries of Certificated Teachers.	In Stipends to Pupil Teachers.	In Grants to Teachers instructing them.	In the Purchase of Books and Maps.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Schools connected with the Established Church of Scotland - - - } Parochial Schools	1224 11 0	2018 13 4	1006 1 7	39 3 0½
- - - - - } All other Schools.	2301 10 0	4983 13 4	1529 13 4	56 12 0½
Free Church Schools and other Schools not connected with the Established Church of Scotland }	6346 2 4	8843 10 0	2711 15 2	311 19 7½
Totals - - - -	9872 3 4	16,845 16 8	5247 10 1	407 14 8½

The sums granted to Schools in connection with the Established Church of Scotland in 1849 amounted to 1256*l.* 4*s.* 4*d.*, and to all other classes of Schools to

finding a competent person to discharge this duty might be great, their Lordships will not, in such cases, object to the holding of this office by Schoolmasters.

“But they consider it necessary to declare, that the other offices enumerated above are not to be retained by any Schoolmasters to whom they may award an augmentation of salary, or an annual gratuity for the training of Pupil-teachers, and that the office of heritors' clerk is not to be held by them in any parish containing more than 400 inhabitants.

“*Endowments.*—When the funds of a School are wholly or partially derived from endowment, and the Master has obtained their Lordships' certificate, inquiry has been made to what extent these funds may be taken into account, in the fulfilment of the conditions of an augmentation of salary.

“Their Lordships are of opinion that it is not expedient to take into account, either in England and Wales or in Scotland, any local or general permanent endowment. With respect to those Schools in Scotland which may derive endowment from the Dick bequest and from Mylne's charity, this rule has a relation which deserves particular notice, on account of the extensive influence of these mortifications. Schools so aided must, in order to fulfil the conditions of their Lordships' grants in augmentation of salaries, be provided with a house for the Master of the extent before mentioned, or an equivalent money contribution, and a further salary equal at least to twice the amount of their Lordships' grant, without taking into account either the heritors' minimum legal stipend, or the endowment granted from the mortification.”

492*l.* only. But in 1852 these proportions were reversed; for while Schools in connection with the Established Church received 6962*l.* 11*s.* 9½*d.*, the Free Church and other Schools received 8312*l.* 2*s.* 11½*d.*

It is, however, important to observe, that if no change take place in the law, such a reduction will occur in the amount of the legal endowments of the Parochial Schools in 1854, as will probably occasion an immediate increase of the voluntary assessments of the heritors, or of other contributions in many parishes. The maximum legal endowment of Parochial Schools in 1854 may be about 25*l.*, and the minimum 18*l.*¹ If the School-fees be estimated to average 20*l.*, the income of the Master will require augmentation. Provided the heritors, or other subscribers, consented to add to the minimum legal endowment 15*l.*, the Parochial Schoolmaster, holding a Certificate of Merit, would be entitled to a grant, under the Minutes of 1846, of 15*l.* more, if he could show that 15*l.* were also derived from School-fees. The minimum stipend of such Parochial Schoolmasters would thus be 63*l.*, which would exceed the average salary (now reported² to be enjoyed) by 10*l.* at least, even if the heritors and other subscribers confined their voluntary contribution to 15*l.* But if they raised it, the Government grant would be increased by each increment of augmentation up to a voluntary contribution of 30*l.*, which, with a similar income from School-fees, would entitle the Master to a grant of that amount, if he held a certificate of the first division of the first class. In that case his emoluments might be:—Minimum Endowment, 18*l.*; Heritors' and Subscribers' voluntary payment, 30*l.*; School-fees, 30*l.*; Grant of Committee of Council, 30*l.*; Total, 108*l.*: to which would be added the value of his house and the adjunct offices, or 10*l.* at least more.

¹ Vide ante, p. 340.

² Evidence of the Parochial Schoolmasters in 1845, p. 139. Lords' Select Committee.

Let us suppose that the heritors and subscribers were, in like manner, disposed to entitle the "*Side*" School of a parish to a grant in augmentation. The heritors would first have to secure a Master with a Certificate of Merit, and, if they had furnished him with a house, they might, by a voluntary contribution of 15*l.* in addition to the 18*l.* of legal endowment remaining to be appropriated, secure him a salary of 60*l.*, provided 15*l.* were obtained from School fees.¹ The higher rates of augmentation would be in like manner attainable.

If, therefore, the Church of Scotland were to make a great effort in 1853-4 to obtain, from collections in churches and other sources, a fund for distribution in aid of the voluntary contributions of heritors, it is clear that the 1049 Parochial Schools might all enjoy an average Government augmentation of the stipends of their Masters of at least 20*l.* Thus upwards of 20,000*l.* per annum would be added to the legal endowment, which would have sunk to about that amount. But the average income of the Masters would probably be increased about one-third, or from 50*l.* to nearly 70*l.*, provided they secured the requisite Certificates of Merit, and voluntary contributions. The gratuities for the training of Pupil Teachers would entitle Masters to further additions to their salaries.

I do not venture to presume that a voluntary contribution of 20,000*l.* would be made by heritors and subscribers at once. I very much fear that a third of this sum would not be obtained; but I think it right to indicate the direction in which exertions might be made to retrieve the condition of the Parochial Schoolmaster, if, meanwhile, no change occur in the law.

By corresponding exertions in the foundation of Normal Schools, in connection with every University

¹ The three chalders of oatmeal are here supposed to be worth 36*l.*, and that 18*l.* only has been given to the first Parochial Master, and 18*l.* been reserved for the second.

in Scotland, the Established Church might, if it desired to retain its connection with public education, give a more decided impulse to the preparation of candidates for Certificates of Merit. If such Teachers were settled in the Sessional, Privately-endowed, Assembly's, Gaelic, and Christian Knowledge Society's Schools, a large amount of aid might, by corresponding voluntary contributions, be obtained from Government towards the Teachers' stipends, and towards the apprenticeship of Pupil Teachers. The conditions on which such grants are made would secure the efficiency of the Schools.

It does not become me to speculate how far the Established Church of Scotland can profit by these opportunities. The grants under the Minutes of 1846 were placed within her reach, at a time when she was stunned by a disastrous event, which divided Scotland by one vast religious feud. Time has assuaged the bitterness of that strife. The Church has sustained, undiminished by the terrible defection of earnest men from her Communion, the contributions to all her schemes of Christian charity. She has 16 Synods, 83 Presbyteries, and 1177 Ministers. Yet, since 1843, the Free Church has formed 17 Synods; 71 Presbyteries; has 800 Ministers; and raised, for the sustentation of her Ministers, Schoolmasters, and Missionaries at home and abroad, 267,479*l.* in the year ending March 1852. Mr. McCulloch, in his last edition of the "Statistics of the British Empire," estimates the Scottish population belonging to the Free Church as 600,000, and to the other Communions separate from the Established Church as 400,000. Such statements¹ obviously make only a rough approximation to the truth, on which the Census will throw fresh light. If we add 50,000 to each of these two latter numbers, and take into account 100,000 Irish Roman Catholics, in the great cities of the south and west, and if we presume that one-third of the

¹ Very conflicting statements have reached me from private sources.

remaining population, or 556,928 persons, belong to no religious persuasion, and frequent no church, then, out of a population of 2,870,784, remain 1,113,856 of the church-going inhabitants still connected with the Established Church, as compared with 1,200,000 connected with other Communions.

A country in which such events can occur must possess an earnest faith, and an amount of Christian charity equal to any sacrifice. I should be ashamed of the suspicion that so comparatively small an additional sum as 20,000*l.* per annum could not in a few years be raised by the heritors and Church of Scotland to enable her, if she were so minded, to retain her position with respect to the education of the people. If this were not done, and that speedily, not only would she lose that hold, but, unless aided by the intervention of the Legislature, the parochial system of Scotland could survive but a short time.

But if, by such exertions, the Parochial Schools were sustained, they now form, as we have seen, but a small part of the educational system of Scotland. The 1049 Parochial Schools are not one-fourth part of the whole number of Scotch Schools, which is about 4500; and though it be true that the education, social position, and emoluments of the Parochial Schoolmasters make their Schools superior to the 3451 other Schools which exist, that rather shows that the task of raising the Parochial Schools to a proper level is but a small part of the work to be undertaken. Little more than two-thirds of the population of Scotland are educated in any School, and more than three-fourths of the existing Schools have no legal endowment. If we are to apply the same rule as in England, at least four shillings per scholar of additional income would be required for every child now frequenting school in Scotland, and twenty shillings per scholar for every child who ought to be at school, but is not. This estimate

supposes that aid under the Minutes of 1846 would be available, to raise to an efficient state every School supported by the above increased contributions. The additional annual outlay, besides such grants, would thus be at least 160,000*l*.¹

- To this annual outlay must be added whatever sum is required to put the School-rooms and dwelling-houses of the Parochial Schoolmasters into a condition befitting their education and the objects of their profession, and to build School-rooms and dwelling-houses, where they do not exist, for the privately endowed and the Assembly Schools. The Adventure Schools, amounting to 1123 in number, would have to be absorbed into more efficient Schools, which must therefore be enlarged, or new School-rooms and dwelling-houses would have to be erected for Masters connected with a truly national system.

Now, though Scotland has given abundant proof of the energy and self-devotion with which all classes of her people have been inspired by the reformation of religion, there is little reason to hope that so great an outlay could be undertaken with any prospect of success, by voluntary zeal alone.

How necessary such an outlay is, may be shown by a brief reference to the Reports of Her Majesty's Inspectors, describing the state of the several classes of Schools.

Even many of the Parochial Schools are deficient in important particulars. The Masters have generally received a collegiate education at one or other of the Scotch Universities.² This education has resembled, in

¹ The 225,000 scholars now supposed to be at school, and to require an additional annual outlay of 4*s*. each, would need 45,000*l*. If one-eighth of the population, or 358,848 children, ought to be at school, then 133,848 remain, which, at 20*s*. each annually, raise the outlay to 178,848*l*. From this sum 18,848*l*. is deducted for the education of the middle classes in burghs.

² "Most of the Parochial Teachers have received a University education,

380 *Schoolmaster's Career should provide its own Rewards.*

its chief features, that of the Licentiates of the Church of Scotland, though often limited to fewer sessions. Many Teachers are Licentiates, and, I confess, I concur with the Parochial Schoolmasters, who regard this arrangement as likely to cause the Master to devote his leisure to preparation for pastoral, as distinguished from pedagogical duties. The School suffers when all the aims of the Master's life are not concentrated on its interests. He ought to belong to a profession which contains within itself a career and rewards for earnest exertion, sufficient to stimulate and satisfy his ambition. For this purpose, the Burgh, Grammar, High Schools, and Normal Colleges should offer an ascending scale of honour and emolument, leading to the professoriate of the Universities. The Teacher, preparing to climb the several steps of this career, would not neglect his immediate duties; for the surest road to success would consist in his devotion to studies, and his cultivation of skill, increasing his power of conducting an Elementary School.

To get rid of the complication of the Licentiateship is, however, only an evil removed. The Candidate

and are in point of attainment far superior to those belonging to the other classes. Of the five Parochial Teachers in the Presbytery of Tongue, two have gone through a complete course of literary and philosophical study at a University, and have been enrolled as students at the Divinity Hall during three Sessions. One has attended College during three Sessions; one, two Sessions; while the other, although he had received the whole of his early education at a Parochial School, had been trained to his profession as a Teacher at the Edinburgh Sessional School. Of the nine Parochial Teachers in the Presbytery of Tain, five have completed their literary and philosophical course of University study, and have been enrolled as students of Divinity; three have just completed their literary and philosophical studies; and the remaining one has attended College during three Sessions. Of the Teachers belonging to the other classes" (Assembly, Private, and Adventure Schools), "only one had attended College, and his attendance did not extend beyond one Session. Five out of the seven Assembly Teachers had been trained in the Edinburgh Sessional School; one had been in attendance there upwards of two years, another eighteen months, another four months, while others had been students in that seminary only two months." — Mr. Gibson on Tongue and Tain. Minutes, 1842-3, p. 668.

Master, while at College, should pass through the training of a Normal School, where he should learn the principles and the art of teaching, and in which his knowledge should be prepared, by a careful analysis, for that form of synthetic instruction indispensable to the culture of children, and especially of those not prepared by home education. With every University, therefore, should be connected at least one Normal College. Such institutions exist, in their first stage of development, only in Edinburgh and Glasgow.

The Scholarship of the Masters of Parochial Schools is generally much superior to that of any other class of Teachers. It is owing to the very meagre opportunities which Scotch Schoolmasters have had to study method, that their Schools are deficient in organisation and method.¹ They are often imperfectly classified, or not at all. Even the monitorial system has been neglected, and the intellectual or explanatory method, taught by Mr. Wood at the Market Street School, partially introduced. No means existed for the apprenticeship of Pupil Teachers, until this form of organisation and School-keeping was introduced by the Minutes of 1846. The aid of those Minutes has, for the reasons already assigned, been only partially sought. The School-fittings and apparatus even in the Parochial Schools are often meagre, and when the furniture is substantial, it is

¹ "The best of those Parochial Teachers, who had undergone no regular course of professional training, seemed to me inferior in most important respects to those of the Assembly Teachers who have been trained for any length of time at the Normal Seminary. In the classification of their scholars, in the general arrangements and organization of their schools, in the power of adapting their instructions to young and untrained minds, in the success with which they conducted the analysis of the various lessons, and in the felicity and fulness with which they illustrated them, and especially in the energy and spirit with which all the school-business was gone through, the superiority of these gentlemen, even to the best of the untrained Parochial Teachers, was as marked as their inferiority to them in mere scholarship was manifest." — Gibson's Report on Tongue and Tain, Minutes, 1842-3, p. 669.

seldom arranged¹ on any intelligent scheme of School discipline. To these grievous defects must be added, the great impediment arising from the dissimilarity of the books purchased by parents for the use of their children, and the bad supply of School materials. These accumulated disadvantages have prevented² the adoption of collective class-instruction, in many Schools taught by respectable masters. The improvements in method dependent on such classification and collective instruction have been shut out.³ Even the Parochial Schools of Scotland have, to a lamentable extent, languished under these discouraging difficulties.

All these features⁴ are exaggerated and distorted, as we descend from the Parochial Schools to those supported by private subscriptions⁵, or established by con-

¹ "In few things did the ignorance of the teachers of the improvements recently introduced into our best Schools, more clearly appear than in the bad arrangement of the forms and desks, the unskilful and disorderly manner in which the movements in the various classes were regulated, and the want of system in the whole internal economy of the School." Minutes, 1842, 1843. p. 671. *Mr. Gibson.*

² "The want of the necessary books and other apparatus, and the extreme irregularity of attendance of many of the pupils, interfere with, and in very many instances entirely break up, the best-ordered classification." Ibid.

³ "The limited application of the explanatory method."—"The object cannot be attained until a proper classification, and somewhat complete organization, of the whole School discipline have been secured." Ibid.

⁴ "The limited extent to which geography, grammar, history, mental arithmetic, &c., are taught, and the small proportion of the Pupils learning these branches." Ibid. p. 672. Mr. Gibson illustrates this subject fully by a tabular account of the attainments of the scholars in all the Schools inspected in Chirnside, Dunse, and Lauder. "The most cursory glance at this table will show that it is in the Parochial Schools chiefly, that the more advanced branches are taught." Minutes, 1842, 1843. p. 679.

"In most of the Schools there was a very insufficient supply of School apparatus. In some, not even a black board was found." "There was not always a good supply of maps" (p. 688). "In only two Schools did I find a pair of globes" (p. 689). "I regretted the limited supply of apparatus in almost all Schools" (p. 689). Report by Mr. Gibson, on the Presbyteries of Chirnside, Dunse, and Lauder. Minutes, 1842, 1843.

⁵ "Of the twelve subscription School-houses, only five—those at Paxton, Allanton, Sinclair's Hill, Redpath, and Renton—at all properly subserve the purposes of instruction. The defects which have been pointed out as characterizing the Parochial School-houses generally belong to these. The re-

tributions from a central fund in the Highlands and Islands, or established upon "Adventure"¹ by unqualified private teachers.

mainder of the School-houses belonging to this class are miserable. In addition to the defects in the construction of the buildings and the wretched state of repair in which they were found, the supply of the most necessary school furniture, such as forms and desks, was generally quite insufficient, and that which was provided, ill fitted to promote the comfort or to improve the tastes and habits of the pupils. The whole aspect of these Schools was that of discomfort and destitution." Minutes, 1842, 1843. p. 688.

¹ "It is difficult to give any adequate notion of the character and condition of most of the adventure School-houses. These Schools are generally taught in apartments of a dwelling-house. The dimensions are contracted; there are no proper means of ventilation; the floor is generally earthen and damp; the walls are frequently unplastered and dirty; the forms and desks are of the poorest description, and frequently incapable of accommodating all the pupils. Little attention is given to the neatness and cleanliness of the apartment; the furniture is seldom tastefully and conveniently arranged. The whole appearance indeed of the interior of these Schools serves to impress upon the mind most unfavourable views, in regard to the fitness of the teachers to be entrusted with interests so important as the instruction and training of children." Ibid. p. 689.

"Almost all the private Schools in which the fees are at the rate of 2s. or 3s. per quarter, are almost utterly valueless. Twenty-five of these Schools were visited; the whole number of pupils was 1580, giving an average of upwards of 60 as the attendance at each School. The yearly income of the teachers, after deducting what they had to pay for the rent of the School-rooms, &c., does not exceed 30l. These Schools are generally held in small ill-ventilated apartments, unfurnished with the necessary apparatus. The course of instruction includes nothing but reading, writing, and arithmetic; and these are most imperfectly taught. Neither the general character, nor the training and attainments of the teachers, fit them for the discharge of such important duties. None of the recent improvements in method or organization were practised or known; and, except in one case, no endeavour was made to combine moral and religious training with intellectual instruction. Indeed, in none of them was the importance perceived of exercising the faculties, of refining the tastes, of elevating the desires, of regulating the conduct, or of moulding the characters of the pupils. The fees were generally paid weekly. This arrangement has been rendered necessary by the improvident habits, by the ignorance or the indifference, by the dissoluteness or the poverty of the parents." Minutes, vol. ii. 1844. Mr. Gibson's Report on Deficiencies in the Means of Elementary Education in Scotland, p. 321.

"The causes of their inferiority are sufficiently obvious. The average income of the teachers does not exceed 15s. per week; and it is not surprising that, with such remuneration, their attainments should generally be very limited. Their skill in conducting the processes of instruction it is impossible to under-rate; and, with few exceptions, they have received no professional training. While the teacher of the subscription School is stimulated

Rather than encumber the text with the abundant evidence, furnished by the reports of Her Majesty's Inspectors, of the grievous imperfections of a large portion of the Elementary Schools of Scotland, I refer the reader to notes containing extracts from those documents.

Before entering on the consideration of the appropriate remedies, it is desirable to recapitulate some of the features of the legal provision for Education in Scotland.

The Parochial System of Scotland was originally defective in the absence of any power of expansion to comprehend the increase of the population; its altered distribution to mines, manufactories, ports, and fishing villages; and its growth in wealth and energy.

About 3500 other Schools have consequently been established, so that the Parochial are now less than one-fourth of the whole number of Schools in Scotland.

About 2500 of the new Schools are not connected with the Established Church.

But, out of 4500 Schools, more than 2700 are connected with the Religious Communions; and the rest are chiefly "Adventure Schools," of low income and worse character.

The Universities have afforded the chief means of instruction for Parochial Teachers, but no Normal College or Model School has, until recently, been con-

to exertion by the comparative publicity of his labours, and is directed and encouraged in the discharge of his duties by the visits of the members of the School Committee, and by the consciousness that upon their favourable judgment of his merits depend, in a great measure, both his professional character and his personal comfort; the private or adventure teacher prosecutes his labours without either direction or encouragement, and is incited to diligence and activity only by a sense of duty, or by a desire of gain." Mr. Gibson's Report on Deficiencies in the Means of Elementary Education in Scotland, p. 322.

nected with any of them. There has, accordingly, been no Public Board of Examiners, no Diploma, nor any fixed standard of qualifications for Schoolmasters. The Heritors might tamper with this, according to their interests; or the Presbyteries reduce it by laxity. Moreover, they have no power to examine the candidate as to his aptitude to teach.

The struggle between the civil and ecclesiastical authority has practically made the Schoolmaster independent. The examination of the School by the Presbyteries is only periodical. The parents alone have the chief power of influencing the conduct of the Master, because the amount of fees is determined by their confidence.

When once appointed, he is practically irremovable. Neither neglect, cruelty, immorality, incompetency, physical infirmity, nor incapacity from age, have been found sufficient for his displacement; because the Civil Courts scrutinize, with the microscopic power of jealousy, the forms of procedure, and quash the acts of Presbyteries whenever those forms are irregular.

There is no provision for the superannuation of Teachers disabled by age or physical infirmity, whatever may have been their period of service. Consequently, if the power to remove them existed, it would often not be exercised.

The stipends of the Parochial Schoolmasters have not increased proportionately with the income of the Clergy and other classes of society. The provision for "*side*" Schools, originally intended for the Highlands and Islands, is grossly defective, even for them; and is almost useless in the Lowlands. The legal requirements for the Master's dwelling are barbarously inadequate. The settlement of the School-fees by a cumulative scale, is not only very injurious by limiting the number of subjects taught, but also places the duties and interests of the Master in opposition. The provision of the School-

books by the parents is an antiquated arrangement, destructive to the organization of Schools.

The School buildings are consequently often defective. The organization of the Schools is generally imperfect. The subjects of instruction are injuriously limited. The exertions, even of earnest Masters, are often defeated by these obstacles; but many are discouraged, and become inert. Many of the Parochial Schools are therefore inefficient, though others are admirably conducted.

The defects to which even the Parochial Schools are liable characterize, with rare exceptions, the Adventure and other humbler classes of Schools.

One-third of the children of Scotland, who ought to be at School, are probably without any Education; and one-half of those at School are receiving a meagre unskilful instruction.

The Parish Schools of Scotland will, in 1853, undergo a severe trial, by the reduction of the Salaries of the Parochial Schoolmasters from a maximum of 34*l.* to 25*l.* per annum, and from a minimum of 25*l.* to 19*l.*

The Minutes of 1846 might, by the exertions of the Heritors and by a general subscription, enable such Schoolmasters as meanwhile secured Certificates of Merit, to obtain even an increase of stipend. But the whole Parochial System of Education requires revision. The powers of the Presbyteries are inoperative. The Heritors and Presbyteries are incompetent to settle a standard of qualification for Schoolmasters. The religious tests imposed by law are now repugnant to the feelings of more than one-third of the population of Scotland.

The Parochial Schools have been practically tolerant of diversities of religious belief.

The Presbyterian Communion of Scotland comprise all but a small fragment of the church-going population. These Communion agree in accepting the Shorter Catechism of the Assembly of Divines, as a formulary of doctrine. This Catechism is also acceptable to the Congregational Dissenters.

The tolerant character of the Scotch Parochial School, and the agreement of the vast majority of the Scottish people in a formulary of doctrine, are facts exceedingly favourable to the establishment of a Common School in Scotland.

The origin of all except the "Adventure Schools" in the zeal of Religious Communions or of private proprietors, and the great extent to which Schools are connected with the several Churches, show that education in Scotland, as in England, is inseparable from the government of the Religious Communions.

There is also a general desire for the establishment of a Common School. This has chiefly manifested itself in two forms. The first of these is an expression of that zeal for civil liberty which regards the imposition by law of any religious test on the Schoolmaster, as an encroachment by ecclesiastical corporations on personal and municipal freedom. Its supporters¹ demand that

¹ Resolutions agreed to at a Public Meeting of the National Education Association, held in the Music Hall, George Street, Edinburgh, on Tuesday, 9th April, 1850. Adam Black, Esq., late Lord Provost, in the chair.

That this meeting adopt the following declaration of principles as the best basis for practical legislation on the subject of National Education in Scotland:—

"The subscribers of this document, believing that the state of Scotland and the general feeling of its inhabitants justify and demand the legislative establishment of a comprehensive plan of National Education, have determined that an effort shall be made to unite the friends of this great cause on principles at once so general and so definite as to form a basis for practical legislation; and with this view, they adopt the following resolutions, and recommend them to the consideration of the country:—

"1. That while it might be difficult to describe, with a near approach to statistical precision, the exact condition of Scotland at this moment in regard to education, there can be no doubt that as a people we have greatly sunk from our former elevated position among educated nations, and that a large proportion of our youth are left without education, to grow up in an ignorance miserable to themselves and dangerous to society; that this state of matters is the more melancholy, as this educational destitution is found chiefly among the masses of our crowded cities, in our manufacturing and mining districts, and in the Highlands and Islands of Scotland, where the people are not likely spontaneously to provide instruction for themselves;

"teachers appointed under this system should not be required by law to subscribe any test." They declare,

that the quality of education, even where it does exist, is often as defective as its quantity; and that this is a state of things requiring an immediate remedy.

"2. That the subscribers hold it to be of vital and primary importance that sound religious instruction be communicated to all the youth of the land by teachers duly qualified; and they express this conviction in the full belief that there will never be any enlargement of education in Scotland on a popular and national basis which will not carry with it an extended distribution of religious instruction; while, from the strong religious views entertained by the great mass of the people of this country, and the interest which they take in the matter of education, the subscribers can see in the increase of knowledge only an enlargement of the desire and of the capacity to communicate a full religious education to the generation whose parents have participated in this advantage.

"3. That the Parish Schools of Scotland are quite inadequate to the educational wants of the country, and are defective and objectionable in consequence of the smallness of the class invested with the patronage, the limited portion of the community from which the teachers are selected, the general inadequacy of their remuneration, and the system of management applicable to the Schools, inferring as it does the exclusive control of Church Courts; that a general system of national education, on a sound and popular basis, and capable of communicating instruction to all classes of the community, is urgently called for; and that provision should be made to include in any such scheme, not only all the Parish Schools, but also all existing Schools, wherever they are required by the necessities of the population, whose supporters may be desirous to avail themselves of its advantages.

"4. That the teachers appointed under the system contemplated by the subscribers, should not be required by law to subscribe any religious test; that Normal Schools for the training of teachers should be established; that, under a general arrangement for the examination of the qualifications of schoolmasters, the possession of a licence or certificate of qualification should be necessary to entitle a teacher to become a candidate for any School under the national system; and that provision should be made for the adequate remuneration of all teachers who may be so appointed.

"5. That the duty and responsibility of communicating religious instruction to children have, in the opinion of the subscribers, been committed by God to their parents, and through them to such teachers as they may choose to entrust with that duty; that in the numerous Schools throughout Scotland which have been founded and supported by private contribution, the religious element has always held a prominent place; and that, were the power of selecting the masters, fixing the branches to be taught, and managing the Schools, at present vested by law in the Heritors of Scotland and the Presbyteries of the Established Church, to be transferred to the heads of families under a national system of education, the subscribers would regard such an arrangement as affording, not only a basis of union for the great mass of the people of this country, but a far better security than any that at present exists, both for a good secular and a good Christian education.

"6. That in regard to a legislative measure, the subscribers are of opinion,

“that the duty and responsibility of communicating Religious Instruction to children have been committed by God to their parents, and through them to such teachers as they may choose to entrust with that duty; that in the numerous Schools throughout Scotland,

with the late lamented Dr. Chalmers, that ‘there is no other method of extrication’ from the difficulties with which the question of education in connection with religion is encompassed in this country, than the plan suggested by him as the only practicable one, — namely, ‘That in any public measure for helping on the education of the people, Government [should] abstain from introducing the element of religion at all into their part of the scheme, and this, not because they held the matter to be insignificant — the contrary might be strongly expressed in the preamble of their act, — but on the ground that, in the present divided state of the Christian world, they would take no cognisance of, just because they would attempt no control over, the religion of applicants for aid — leaving this matter entire to the parties who had to do with the erection and management of the Schools which they had been called upon to assist. A grant by the State upon this footing might be regarded as being appropriately and exclusively the expression of their value for a good secular education.’

“7. That in order to secure the confidence of the people of Scotland, generally, in a national system of education, as well as to secure its efficiency the following should be its main features:— 1st, That Local Boards should be established, the members to be appointed by popular election, on the principle of giving the franchise to all male heads of families being householders; and with these boards should lie the selection of masters, the general management of the Schools, and the right, without undue interference with the master, to direct the branches of Education to be taught. 2nd, That there should be a general superintending authority, so constituted as to secure the public confidence, and to be responsible to the country through Parliament, which, without superseding the Local Boards, should see that their duties are not neglected — prevent abuses from being perpetrated through carelessness or design — check extravagant expenditure — protect the interests of all parties — collect and preserve the general statistics of Education — and diffuse throughout the country, by communication with the Local Boards, such knowledge on the subject of Education, and such enlightened views, as their authoritative position, and their command of aid from the highest intellects in the country, may enable them to communicate.”

“Were such a system adopted, the subscribers are of opinion that it would be quite unnecessary either for the Legislature or any central authority, to dictate or control the education to be introduced in the National Schools, or to prescribe any object to be taught or book to be used; and should a measure founded on these suggestions become law, not only would the subscribers feel it to be their duty, but they confidently believe the ministers and religious communities in the various localities would see it to be theirs, to use all their influence in promoting such arrangements as, in the working of the plan, would effectually secure a sound religious education to the children attending the Schools.”

which have been founded and supported by private contribution, the Religious Element has always held a prominent place; and that were the power of selecting the Masters, fixing the branches to be taught, and managing the Schools, at present vested by law in the Heritors of Scotland and the Presbyteries of the Established Church, to be transferred to the Heads of families under a National System of Education, they would regard such an arrangement as affording, not only a basis of union for the mass of the people of this country, but a far better security than any that at present exists, both for a good secular and a good Christian Education."

It was on the principle embodied in the Resolutions adopted at the Music Hall, Edinburgh, in 1850, and from which the preceding paragraph has been extracted, that Lord Melgund's "*Bill to reform and extend the School Establishment of Scotland*" was founded." I have not space to analyze the provisions of this Bill, which differed from those proposed at this Meeting; and as the question to be decided is much less one of details than of principles, this omission is the less important.

The second mode in which the establishment of a Common School has been proposed in Scotland, is by the adoption of the Shorter Catechism of the Assembly of Divines, and the omission of every other test than the teaching of Religion in accordance with this formulary.

Its promoters recommend the adoption of this scheme by the following considerations:—

"We recognise the present School establishment as a great fact, and make it the centre of our whole scheme. We wish, accordingly, to interfere as little as we can with the practical working of that School establishment, and we propose no deviation whatever from the method

¹ "Proposal for a System of National Education in Scotland." Signed, W. Canningham, Robt. S. Candlish, A. E. Monteith, Alex. Wood. January, 1851.

of giving instruction hitherto in use. Then again, we regard Scotland as still essentially a Presbyterian country, and fully entitled to be treated as such; and therefore we would have the different Presbyterian bodies still interested in the oversight of Schools, but without excluding any class of the community, of any denomination, from the benefit of whatever branches of learning they may choose at their own discretion to apply for. Further, we proceed upon what is also a great fact in Scotland; namely, the entire unanimity with which in all elementary Schools — (subject to very few exceptions indeed) — Religious Instruction is conducted. The Scriptures are universally read; and the same Catechism, — one which touches upon none of the questions of Church government which divide parties in Scotland, but only treats of matters of doctrine and duty upon which all agree, — is also universally used. And finally, we take into account the actual existence of a large number of excellent Schools beyond the pale of the present School establishment, which it is most desirable to embrace in any comprehensive measure, and which there would be little or no hope of embracing, without some such security for the religious element as our plan indicates."

The chief features of the measure proposed to be founded on this basis were, that the Schoolmaster's literary and pedagogical qualifications should be regulated and ascertained, as at present, by the Committee of Council on Education. That the reading and teaching of the Holy Scriptures in the authorised version, and of the Shorter Catechism of the Assembly of Divines, should form part of the instruction to be required by law. Dr. Candlish thus¹ briefly sums up the rest of its distinguishing characteristics: — "I take up the candidates as trained and licensed and declared eligible. And

¹ Letter to the Marquis of Lansdowne, on the Reform and Extension of the Parish School System of Scotland. By Robert S. Candlish, D.D. 1850. p. 8.

I would have it provided by Statute; first, that they profess their own personal Christianity according to the Presbyterian Standards; secondly, that they be chosen by the Householders and Heads of families in the district; thirdly, that their Schools be open to the periodical visitation and inspection of the Presbyterian Churches, as well as of the authorised Inspectors; and fourthly, that they themselves be amenable, upon any complaint brought against them, to the ordinary course of law. (p. 11.) That the Schools are to be open to all learners, without the imposition of any Creed or Catechism from which their parents or guardians would have them excused. Rather than let the non-Presbyterian portion of the people stand in the way of such a National Scheme, I would have a supplementary provision made for them, in so far as they cannot or will not fall in with the general one."

The first of these two plans might recognise the legality and propriety of giving Religious Instruction in the School, by such a preamble as was suggested by Dr. Chalmers. It might even, by implication, provide further for such recognition, if it contained arrangements securing to the parent or guardian the power to withdraw his child or ward from any matter of instruction, to which he might on religious grounds object. Nor can it be supposed that either the Heads of families, or the Heritors and electors to whom the government of the School and the Election of the Master were confided by Lord Melgund's Bill, would, in Scotland, be likely either to exclude the Holy Scriptures or the Shorter Catechism from the School, or to place any impediment in the way of instruction according to the doctrine of the Presbyterian Churches.

But the freedom from any test in the appointment of the Master, and complete religious freedom in the management of the School, are nevertheless purchased by a needless strain on the apprehensions of the Religious Communions. The Church of Scotland, in con-

nection with which are 1872 Schools, and the other Religious Communions, who have 815 Schools, are called upon, not only to relinquish the government of these institutions, but to hand them over to Parish Committees of a purely civil constitution, and that without security in any form whatever that they would continue to be Schools in which religion could be taught. Such a measure would, on this account, encounter the uncompromising resistance of nineteen-twentieths of those Religious Communions which now have charge of 2687 Schools in Scotland.

The second scheme is one form of the expression of a desire to embrace the whole of the Presbyterian Communions in common Parochial Schools, making separate provision for the Episcopal and Roman Catholic Churches. Its authors had not conceived that such Common Parochial Schools could be established on any other basis than the legal enforcement of instruction from the Shorter Catechism of the Assembly of Divines. They had not perceived how such instruction could be secured, without any statutory obligation as to the use of a religious formulary, by arrangements for the due representation of the Religious Communions in the School Committee to be elected by the Ratepayers. The authors of this second scheme would be foremost to acknowledge that such a managing body affords a much more complete security for the character of the religious instruction, than any enactment as to the use of a Catechism. It was only, therefore, in despair of the possibility of devising, or enacting, a scheme which should combine the representatives of the principal Protestant Communions in the government of a Common Parochial School, that they encountered the grave risks attendant on the expedients adopted by them, to escape the obvious and fatal incongruity of the management of a School for religious instruction, by a Committee of purely civil qualifications elected by the Ratepayers or Heads of Families. The concessions

which its promoters were willing to make for the establishment of a Common Parochial School are, by their magnitude, measures of the strength of that patriotic feeling which was their source. My respect for this sentiment must not however restrain me from exposing the dangers of the plan.

This second scheme is liable to very formidable objections. It provides for religious instruction, but it sweeps away every vestige of religious government. The Householders and the Heads of families are to elect the Master, but the School is to be under the inspection of the civil government and the jurisdiction of the courts of law, without any local managing body. The practical evil of this plan is, that the Schoolmaster would be either independent, or only to be controlled by the censures or punishments of a civil court, or by deprivation. But is the civil court to be erected into a court of conscience, and to determine whether the Master has taught sound doctrine or not? or is this inquisitorial power to be exercised by the Privy Council? If by neither of them, then is the Master to be at liberty to sap the faith of a parish without hindrance?

But while the scheme enlarges the basis of the Parochial System so as to embrace, in point of doctrine, the whole of the Presbyterian and non-Episcopal Communion of Scotland, it overlooks the scruples of those who object to the imposition by law of any form of religious teaching. Dr. Candlish¹ "admits and laments the difficulty." The religious government of the School is at an end. Its connection with the Religious Communion is dissolved. It is controlled only by the Sheriff's Court, upon complaints as to the conduct of the Master; but there is no safeguard for the purity of his religious teaching. Yet these painful sacrifices would purchase little support. This plan would be opposed by the Established Church; by all who object

¹ Letter to Lord Lansdowne, p. 11.

to tests as obnoxious to civil freedom; by those who resist the interference of the law with religion; and by the non-Presbyterian Communions.

The necessity for the interference of the Legislature is, however, urgent. The Parochial System will receive a severe shock in 1853, by the loss of at least one-fourth of its legal endowment. The Established Church has also 823 non-Parochial Schools in connection with it, all of which are in need of public aid to enable them to contend with rivals, but especially to fulfil the great ends of Education. The Free Church, in 1849, declared¹, the difficulty which it encountered in raising the funds for its Education Scheme, and its central Committees would rejoice to augment the Ministers' Sustentation Fund by two-thirds of that of Education. The condition of the great majority of the "Adventure Schools" is an opprobrium to civilization. One-third of the children who ought to be at School in Scotland, receive no public instruction; and one half of the remainder are so taught by incompetent Masters, that their Education is almost fruitless. The ordinary provision for Education in Scotland requires an augmentation of 160,000*l.* per annum, besides the assistance to be derived from grants under the Minutes of 1846, which would amount, if universally applied, to at least as large a sum.

Moreover, the whole machinery of the Parochial System has been wrenched from its original close connection with ecclesiastical authority. The jurisdiction of the Presbyteries, in determining the qualifications of the Master, is subordinate to that of the Heritors, who primarily determine the limits of the examination. The power formerly possessed to dismiss the Master, for incompetency or misconduct, has been practically rendered inoperative by the Court of Session. The annual visitation of the Presbyteries gives far less influence, than that wielded by the Heads of

¹ Vide *ante*, p. 363.

families, who pay the School fees. The Master is disposed to submit rather to the Heritors, who nominate him, determine the standard of his qualifications, award and pay his stipend, and settle the scale of School fees, or to the parents who pay them, than to the Presbyteries, who possess only the shadow of their former ghostly power, exorcised by the rude interference of the Court of Session. What privilege, then, has the Church to defend? A prestige without substantial advantage is an incumbrance of responsibility, without the means of supporting it. Thus, the Church is held in public opinion responsible for all the insufficiency and evils of the Parochial School System, without any legal power to supply what is wanting, or to correct what is amiss.

But if the Established Church has only visionary advantages to defend, the power of the Heritors is antiquated, and in 1853 will be reduced, though only to incumber them with new responsibilities. The Heritors fix the stipend, but when once settled they have no power to reduce it. The salary is attached to the office and not to the officer, and cannot be diminished. They arrange a scale of School fees, which is, however, determined by the more potent influence of custom. They determine the subjects and limits in which the Master is to be examined, and they present him to the Presbytery to undergo his trials. They have no power to govern the School in any of its details; such as the subjects of instruction, the School hours, the vacations, the discipline. All these are nominally under the control of the Presbyteries; of whom, however, the master is independent by the interference of the Court of Session. The heritors are therefore not managers of the School in any sense; for they neither appoint the Master, nor can they dismiss him. They cannot reduce his salary, nor interfere with his School-keeping. Even his stipend is beyond their control. The Heritors are the country gentlemen of

Scotland, who ought, under a well-regulated system, to exert a large practical influence. Their present anomalous position might be exchanged for one of substantial authority.

The preceding observations have been directed to the state of Education in the rural districts, where alone the Parochial System exists. In the towns, the Kirk Sessions, whose collections are sometimes aided by mortifications, have to struggle with the ill-supplied wants of a demoralised population. The accounts given to the Select Committee of the House of Commons by Mr. Thomson and Mr. Guthrie¹, on the condition of the destitute and criminal youth of the great cities of Scotland, and the facts disclosed in the works enumerated below², prove how hopeless this struggle must be, if unaided by the Legislature. The legal endowment for the Education of the poor in Scotland, does not extend to the burghal towns; and it cannot be hoped that any separate provision would be made from local taxation for the Sessional and other Schools in towns, without a complete revision of the entire Parochial System. Are then the great cities to continue to be Augean receptacles for the corruption of Scotland? and shall no power sufficient for their purification be put forth, because the Heritors and the Church imagine that some visionary authority over the Parochial Schools would be disturbed? Will the Church prove herself worthy of her high mission, by determining that the work of Christian civilization shall be done by all the powers of society?

There are two modes in which a legal provision for public Education, equal to the wants of the whole of

¹ Evidence of J. Thomson, Esq., Chairman of the Prison Board of Aberdeenshire. Report of House of Com. on Criminal and Destitute Juveniles, p. 287.

² The Schoolmaster in the Wynds: By the Rev. Robert Buchanan, D.D. Thoughts on the Educational Question: By Hugh Miller. National Education for Scotland practically considered: By James Begg, D.D.

Scotland, might be made, consistently with an equality of civil rights and with the government of the School by the Religious Communions. The first is by establishing a Common School for all but the non-Presbyterian Communions, and separate Schools for them. The second is by supporting the separate Schools of every Religious Communion in Scotland.

The reasons for preferring a Common School for the great majority of the people of Scotland are obvious, but they may be briefly enumerated. The Parochial System was originally intended to embrace all classes, and has always been conducted in so tolerant a spirit as to provide for the Education of all, without a violation of the rights of conscience in parent or child. The same spirit of wise and liberal tolerance has characterised the rest of the Scottish Schools. Though connected with separate Communions, they disclaim a proselytising tendency, and they provide for a strict regard to the religious convictions of parents, in controlling the instruction of their children. The great majority of the people of Scotland concur in their adoption of one formulary of doctrine. The minority which rejects this formulary is small, and is chiefly collected in the great cities of the south and west.

But, if the almost universal Presbyterianism of Scotland renders a Common School nearly a necessity, it provides likewise for the form of its government. I believe that Scotland would firmly, if not sternly, resist any attempt to divorce the School from religion. To entrust the School by Law to civil control, with a mere declaration in a preamble as to religion, or by some clause, securing the rights of conscience from invasion, to leave it to be inferred that religion is not by law excluded, is an arrangement which would not satisfy that earnest people. They will require a positive security, that the youth of their country shall continue to be "religiously brought up."¹

¹ Lord John Russell's Letter to Lord Lansdowne, in 1839.

Now, this security may be more effectually provided by the character of the governing body, than by any tests applied to the religious qualifications of the Master, or to the nature of the instruction to be imparted. The larger includes the less. If the Committee of Management were chiefly Presbyterian, the School would, without any such tests, be also Presbyterian. Moreover, this is an arrangement which in no respect interferes with civil freedom. It is not obnoxious to the objections urged by those who resist the interference of the civil magistrate with religion. It would secure the constant vigilance of religious men representing the several Communion of Scotland over the interests of the School.

But the position which the Heritors have traditionally held with respect to Parochial Schools, and the fact that, in the rural districts, their property would be chiefly assessed for a School rate, entitle them to exercise a substantial authority. In towns, the Ratepayers would have a right to a similar representation in the governing body.

These several claims to a share in the management of the School, might be satisfied by the following arrangement:— Two-thirds of each local School Committee should consist of the Minister, and of two Elders, Deacons, or Wardens, selected by the Ratepayers from each Church in the School district, having a certain number of members in communion. Such a mode of election would insure a representation of the '*parentage*' of the scholars, among the office bearers thus selected. The remaining third should consist of Heritors possessing the right of appointing the Master under existing Statutes, where they were sufficiently numerous, or of such Heritors and also of Ratepayers of a certain amount, both elected from time to time. In towns, one-third of the Committee should consist of persons of civil qualification only, annually elected by the Ratepayers.

To the School Committee thus constituted, should be

confided the appointment and dismissal of the Master, with a power of appeal on his part, to the Committee of Privy Council, whose decision should be final. The selection of teachers should be limited to those holding Certificates of Merit, but no other test should be required. The management of the School should devolve on the Committee, from whom an appeal by a minority of one-third, on every matter not religious, should lie to the Committee of Council. Thus the School Committee would settle the scale of School fees; the hours of School keeping; the routine of daily instruction; the books to be used; the subjects to be taught; the discipline to be observed; the periods of vacation; and every other matter of internal economy. They would also have charge of the School buildings, furniture, playground, Master's garden, accounts of receipt and expenditure, and power to determine whether the teacher should hold any usually adjunct office or not.

Under such a scheme of management, it would be necessary to provide for the protection of the minority, by requiring:--

First. That any scholar might be withdrawn from any matter of instruction or religious service, to which his or her parent or guardian might on religious grounds object; and that such parent or guardian might provide for the instruction of such child (during the period of such withdrawal) elsewhere than in the School.

Secondly. The Committee of Council or the Central Board, of which I shall presently speak, should have power to make a supplemental provision of Schools in those few parishes, in which a minority of the inhabitants could satisfy the central authority, that they could not permit their children to be brought up in this new Parochial School, without a violation of the rights of conscience. Such exceptional Schools should be confided to the management of a Committee, to be selected by the congregation, according to general regulations

issued for that purpose, and qualified as suggested for the ordinary Committee.

If this plan, for the establishment of a common School for the majority of the people of Scotland, chiefly under the government of Religious Communions, were adopted, the machinery of administration would be simple.

The support of the Schools would be derived from four sources.

1. From the School Fees of the parents; as to the minimum of which, a different regulation would be required in the Highlands and the Lowlands.

2. From subscriptions, which might, as at present, be in part raised locally, and in part distributed from a central fund. These subscriptions would provide for the payment of the School Fees in the destitute districts of the Highlands, and in the poorest parts of the towns, and would also meet any local inadequacy in the amount of the legal allowance.

3. From a charge on the rates of the whole of Scotland, to be collected and distributed as two separate funds, one for burghal and the other for landward parishes. The rates should (as is proposed in Lord Melgund's Bill) follow the precedents of the Poor Law and Prison Acts, and be levied on all persons both on account of property and occupation. Thus landlords and their tenants in landward parishes should be released from their liability to an assessment on the valued rent, and should encounter only burdens proportionate to those of other owners and occupiers. The rates should be assessed and collected by the same machinery as the poor and prison rates, carried to separate rural and borough funds, and either transmitted to the Treasurer for Education in Scotland, or to the Treasurer of County and Burgh Boards.

4. From endowments or mortifications, which should be distributed, either on principles resembling those described by Mr. Menzies as governing the administration of the Dick Bequest; or, if of more general application,

should, like those of the Society for propagating Christian Knowledge, be employed to sustain Schools in the poorest districts, by paying the stipulated fees for the parents, or by grants of books, furniture, and apparatus, or by augmentations of the teachers' salaries, which probably might be most safely made dependent on the Inspector's report of the attainments of the scholars at certain ages.

Having thus described the constitution and means of support of the New Parochial School, as the unit of the system of education for Scotland, the machinery for general administration will be better understood.

The principle on which Schools would be founded in Scotland would resemble that which is the basis of Public Education in England. The Schools would be under the government of the Religious Communions, who would determine what should be their religious instruction and discipline. But there would, in every School, be security for the rights of conscience, inasmuch as each parent or guardian might withdraw his child or ward from any matter of instruction to which he might on religious grounds object. The difference between the English and the Scotch systems would be, that as the Presbyterian and Congregational Communions concur in the use of the same formulary of doctrine, the School of these Communions would be the Common Parochial School of Scotland. The Episcopalians and Roman Catholics would have separate Schools.

Both the English and Scotch system should therefore remain under the control of the Privy Council, who, by their Orders in Council, and by the Minutes and Regulations of their Education Committee, should settle all the principles of administration.

The Committee of Council on Education would continue to administer all aid from the Parliamentary Grant, and especially that given under the Minutes of 1846.

An Executive Board of Education should be es-

tablished for Scotland, to be composed of a permanent Chairman, who should be appointed by Her Majesty in Council; the Lord Advocate; the Solicitor-General of Scotland; the Rector of the High School; together with five other persons, one of whom should be elected by each of the Universities of Scotland.

The permanent Chairman should also be the Treasurer of Public Education in Scotland, if the School-rates were distributed by the Executive Board. A Secretary, with an office in Edinburgh, and Clerks, should be appointed by the Board.

The Board should, in every year, if the School-rates were distributed by it, ascertain the amount to be assessed on the whole of Scotland for the support of Schools, and the sums required from particular parishes, for new School Buildings and repairs, under subsequent provisions.

The particulars of this Estimate should be submitted, in detail, to the Committee of Council on Education, with a Report in explanation, and the estimate should be liable to such changes as the Committee might direct. The assessment should be directed by an Order in Council; and the Estimate Report, Correspondence, and Order in Council, should be laid before Parliament, within one month if sitting, or at the opening of the next Session.

The money thus charged should be assessed and collected under the provisions of the Poor and Prisons Acts, and paid into a general fund for Education in Scotland, to be held by the Treasurer of Public Education.

The present Parochial School Buildings should be declared to be appropriated to the new Parochial Schools.

In the landward parishes in which such Schools exist, a School Committee should be appointed by the rate-payers, one-third of which should be selected from heritors now having a statutory right to elect the School-master, or, in default of the requisite number, such as

were wanting to make up one-third should be elected from among ratepayers having a certain property qualification. The remaining two-thirds should be selected by the ratepayers from the ministers and elders, deacons, or wardens of every Protestant congregation in the parish having a certain number of communicants; so that each Church should be represented by its minister and two office bearers. The functions of this Parochial School Committee have been described. The security to be provided for the rights of conscience has also been set forth. The Executive Board should have power to decide all questions brought before it, upon appeal by one-third of the Parochial School Committee: but an appeal in certain matters should lie from its decisions to the Committee of Council. No power should exist in the Court of Session to determine whether the Acts of the Parochial Committee, or the proceedings on Appeals of the Executive Board were formal or not.

But it might be considered expedient that the Town Council in Burghs, and a County Board of Education for the Landward Parishes, should prepare the estimate of the sum required for the support and building, &c. of Schools in the burgh and county respectively, and transmit it to the Executive Board; should make the assessment; and direct the collection of the rate, which should in that case be paid to a Burgh or County Treasurer. If this plan of local government were preferred, the Burgh and County Boards would also have charge of the distribution of this fund, at a certain rate per scholar, according to provisions to be afterwards set forth, but an appeal from the Committee of any Parochial or other School should lie to the Executive Board, against the decisions of the Local Board.

The Executive Board of Education should be authorized to divide landward parishes, and to create new School districts in such separate parts, or by uniting parts of two adjacent parishes. It should also divide the burghs and towns into School districts, care being taken, in

such arrangements, as far as possible to provide for the representation, on the School Committee, of such congregations as might exist within a reasonable distance of each other. If Burgh and County Boards existed, the initiative in all measures for the arrangement of School districts, should be taken by them. They might present a scheme to the Executive Board, with proper arrangements for the publicity of their proceedings, and facilities for counter-representations. The Executive Board, having facts and proposals thus brought before it, might then arrange the School districts. The Acts of the Executive Board in such parochial arrangements should be liable to be carried by appeal before the Committee of Council on Education, whose decision should be final. But School districts should be also liable, under proper checks, to re-arrangement, to meet an altered distribution of the population, and other changes.

But the Executive Board alone should have power to determine what Schools should be admitted to aid from the School rate; and no Schools which were not so admitted should receive assistance from the Parliamentary Grant. Before any School could receive aid from the rate, the site, buildings, and Schoolmaster's croft (if any), should be conveyed to the Treasurer of Education for Scotland, who should be empowered, for that purpose, to hold lands and buildings as a bare trustee.

The Executive Board should be empowered to authorise the School Committee to erect new School Buildings, or to enlarge and repair such as exist, or to purchase appropriate buildings; such plans, estimates, specifications, valuations, or contracts, as the Board might require, being, in each case, submitted and approved. For the expenses to be thus incurred, the Board should be empowered to grant to the parish a loan, to be secured on its local rates, and to be repaid in twenty-two years by annual instalments of $6\frac{1}{2}$ per cent. The parish should be also entitled to the usual amount of Building grant from the Committee of Council.

Trustees now in possession of School Buildings, &c., should be empowered to convey the legal estate in them to the Treasurer of Public Education in Scotland.

The minimum accommodation for the Parochial Schoolmaster should consist of a parlour, kitchen, and scullery, and three bedrooms, each room to be at least twelve feet square, or the rooms to be on the average of that size.

The Executive Board should have the power to make arrangements, subject to the approval of the Committee of Council on Education, for the extension of the Widows' Fund, and on a similar principle to establish a Superannuation Fund for Masters disabled by age. Schoolmasters should be admitted to the enjoyment of a superannuation allowance on the recommendation of the Parochial School Committee, by the Executive Board, in conformity with such General Minutes as the Committee of Council might issue.

The distribution of the General School Rate Fund should be regulated by the Executive or Local Board in the following manner:—

1. Every Parochial School Committee should be required to cause registers of the attendance of the scholars to be kept, in a form to be settled by the Board.

2. A School attendance of three and a half days in any week, during certain School hours, should be regarded as one week's legal attendance by any scholar, and fourteen such days in any month should be accepted as four weeks' School attendance.

3. The School should be entitled to receive at the rate of threepence for every week's attendance of any scholar.

The money thus granted should be carried to the Parochial School Fund, together with the sums arising from School Fees. The Parochial School Committee should, out of this fund, provide for the purchase of School books, apparatus, furniture, and other requisites, and should apply not less than seven-tenths of this

income to the payment of the salary of the Master and his assistants.

Independently of such stipend, the Master should enjoy the dwelling-house and the use of the Schoolroom free of rent, and the emoluments should be reckoned in lieu of private subscriptions, required for the fulfilment of the pecuniary conditions of the Grants of the Committee of Council on Education, under the Minutes of 1846.

The stipend arising from School Fees and from the School Rate would thus average 1*l.* per child annually, except in districts in which the inhabitants were too poor to pay School Fees. In such parishes the funds of the General Assembly, of the Society for Propagating Christian Knowledge, and mortifications capable of general application, would be available for the payment of the School fees.

It would be desirable that the Executive Board should have power to found and support a Normal College, and Model School, in connection with each of the Scotch Universities.

The constitution and regulations of this College, and the persons appointed to any office therein, should be subject to the sanction of the Committee of Council on Education.

The standard of qualifications for Parochial Schoolmasters, might be settled as follows:—

1. Examination Papers, to be approved by the Committee of Council, should be annually prepared by the Executive Board.

2. An Examination of Candidates should be conducted in each University once at least in each year. In this examination, each Candidate should be required to teach a Class or conduct a School in the presence of the Inspector.

3. The Inspectors should report to the Executive Board on the Papers, &c. of each Candidate, tabulating

the results in a numerical form, and submitting the Papers.

4. The Executive Board should report to the Committee of Council thereon.

5. A Certificate of Merit, corresponding to the acquirements of the Candidate, should be granted to such as were successful, by the Committee of Council on Education.

Only Masters holding such Certificates should be eligible to the charge of Parochial Schools, and in every such election the Certificate should be laid before the School Committee.

The proceedings for the establishment of Schools for the Episcopal and Roman Catholic Communions should be regulated by General Minutes, to be issued by the Committee of Council on Education. A Petition, in the first instance, should be presented to the Executive Board of Education, setting forth, among other particulars,—

1. That a Church had been built for the Religious Communion. The average number of persons attending Divine worship in such Church, and of Communicants, if any. The number of persons whom the Church would accommodate, and the number of inhabitants within an area having a certain radius belonging to the religious persuasion.

2. Such Petition should also state the grounds on which attendance on the Parochial School was objected to by parents in this district, and should be supported by their signatures.

3. A Copy of the Petition should be sent to the nearest Parochial School-house, and should there, in charge of the Master, be accessible to all persons. Public notice of its existence should be given by advertisement in the local journals circulating in the district, and written placards on the doors of the Churches and Chapels, according to a form to be directed by the Executive Board.

4. The Executive Committee should consider the Petition and any counter-statements received, and should direct such inquiry by their Inspectors as they might think fit. Their decision should be notified to the Petitioners, and to any protesting parties. This decision might, within one month, be carried by appeal before the Committee of Council, who should finally determine the question.

5. Subject to these checks, the Executive Board of Education should have power to found such a School, to make a grant of money from the Public Funds for Education in Scotland towards its erection, and to pay threepence per Scholar annually towards its support.

6. The School should be governed by the Minister and three or more persons, being members of the Church to which the School was attached, and elected by the congregation under rules to be sanctioned by the Committee of Council on Education.

7. The School Committee should have the same powers and limitations as are proposed for the new Parochial School Committee.

The Executive Board should forward to the Committee of Council on Education every year a Report of their proceedings, to be laid before Parliament. They should keep regular minutes, and accounts of receipts and expenditure, which should be liable to be laid before Parliament, and the appointed members should hold their offices during pleasure.

If this plan for the establishment of a common School, chiefly under religious government, for all the Protestant Communion of Scotland, except the Episcopal, and a separate School for the Episcopal and Roman Catholics, were rejected, there appears to be only one other way of providing for public education, by Schools under Religious government. I have already stated my reasons for believing that the proposal to found a common

School on the basis of the Shorter Catechism of the Assembly of Divines would fail. I may add, that I do not conceive that Parliament would now consent to enforce the use of any particular formulary of Christian doctrine in Schools. Parliament has ceased to represent any single form of faith. The civil interests of society in religion and in all secular matters are governed by it, but it does not interfere with conscience. It is true that it has not severed the connection between the Church and the State, but that union is as intimate with Presbyterianism in Scotland, as with Episcopacy in England. To establish by law a formulary of doctrine in the Schools of either country would be a retrogressive step, liable to the most serious difficulties. It would challenge most openly the opposition of all who object to the imposition of religious tests; of those to whom the interference of the legislature, or of the civil magistrate, with the teaching of religion is obnoxious; of those to whom a tax for the support of instruction in any form of doctrine is intolerable. It would appear to all these, and to other classes, to restore the ancient compact between the civil and ecclesiastical power for the dominion over conscience. To the renewal of such authority, there exists an invincible repugnance, and the more gentle the approaches to it are, the more insidious will they be suspected to be.

To such objections, the plan of confiding the School chiefly to the government of the Religious Communions is far less liable. No test would be imposed by law on the Schoolmaster. Such managers as were selected from the office-bearers of the congregations would be entitled to that position, because of the existing connection of Schools with the Religious Communions. No test would be imposed by law on such managers. The managers, and not the law, would determine what religious instruction should be given.¹ The religious in-

¹ On the other hand, many of those who are most opposed in Scotland to the imposition of any formulary of doctrine by law, are anxious that the

struction therefore could not be regarded as the object of the School-rate, especially as two-fifths of the ordinary expenses of the School would be derived from the School-fees of parents, who, as ratepayers, would select the managers, and who could withdraw their children from any matter of instruction. The School-fees may, therefore, be regarded as representing both the parental right to secure the religious instruction for the child, and to protect it from the inculcation of religious error. The School-rate provides for the secular instruction, and for all the civil interests of society in the School.

These distinctions are also applicable to a system of Schools under the government of separate Religious Communions, if no formulary of faith be imposed by law, and the religious government of the School be confided to the Communion.

I therefore proceed to consider in what way a system of separate Schools under the government of each Religious Communion could, as an alternative measure, be adapted to the existing Parochial Schools of Scotland.

The Parochial School in Scotland presents a feature which would distinguish such a system of separate Schools in Scotland from that existing in England. The Parochial School of Scotland, owing to the period of its origin; to the extent to which laymen have charge of Church government in Scotland; and to the results of the struggles between the civil and the ecclesiastical authorities, is at least as much a civil as an ecclesiastical institution. The heritors have a tra-

arrangements made for the government of the School should secure the continuance of religious instruction according to previous "use and wont." They are ready to welcome a declaration in the preamble of a New Parochial School Act, that "many Religious Communions exist who agree with the Church of Scotland, in the form of Religious Instruction, which has been the use and wont of the Parochial Schools, and it is desirable that a common School should exist for the majority of the people of Scotland," and that the authority of such a Committee of Management should be established, as would be likely to perpetuate the use and wont of the Parochial Schools with respect to such Religious Instruction. Such a preamble would make the intentions of the framers of the Act clear.

ditional claim to their share in its government, which ought to be respected in any new arrangements. This right might probably be recognised in the following manner:—

The powers of the Presbyteries to determine whether the Master is qualified or not, and to regulate the School and dismiss the Teacher, have been shown to be inoperative or useless. They might be annulled. The government of the School might be confided to a Committee of seven persons, consisting of the Minister of the parish, together with three office-bearers of his congregation, and three of the heritors or persons having a statutory right in the election of the Master. To this Parochial School Committee should be confided the same powers, with the same limitations and appeal, as those attributed to the Committee described in page 399. In any parish in which there were not three heritors, the ratepayers should be entitled to elect such number of persons possessing a property qualification, and being members of the Established Church, as might be required.

This being the new constitution of the Parochial Schools, the provisions relating to the mode of assessment and collection of rates; to the sources of the support of Schools; to the general powers of the Executive Board; to the distribution of the rate for the support of Schools; to the standard of qualification for Schoolmasters; to their examination and certificate, and to the protection of the rights of conscience for parent and child in each School, would be the same under the system of separate Schools as under that previously described.

But there would also be marked distinguishing features. The Executive Board should be bound by law to admit to the benefits of the public rate for education in Scotland all the existing Parochial Schools, if it were satisfied with the condition of the School Building, and with the accommodations provided for the Master, and

if the managers raised twopence per scholar from School-fees, or local or general subscriptions.

All Schools, certified by the Committee of Council to be admissible to the benefits of the Parliamentary Grant, should also be admitted by the Executive Board to the usual contribution per scholar from the public rate for education in Scotland, on the same conditions as the Parochial Schools, but with these further requirements.

1. The School Buildings should be required to be conveyed in trust for public education alone.

2. The Executive Board should be satisfied that the arrangements for the government of the School were such as provided for its efficient management.

3. Trustees should be empowered to alter existing Trust Deeds so as to bring them into conformity with the provisions of the law.

4. No School should be admissible, in which the number of Scholars was not sufficient to secure a salary for the Master, satisfactory to the Board, by the contribution from the rate, and twopence per Scholar from School-fees or subscription.

5. These conditions should be regulated by a General Minute issued by the Committee of Council on Education.

6. An appeal should lie to the Committee of Council, from the decisions of the Executive Board, on the admission of Schools to the benefit of the public rate for education.

In one important respect a system of separate Schools would differ from that of Common Parochial Schools. The Normal Schools, which were, in the former plans, to be attached to each University, and were strictly Colleges for instruction in the principles, matter, and method of teaching, and for the practice of the Art in Model Schools attached to them, would in a scheme of separate Schools be under the government of each Religious Communion, and would be supported by them as at present.

But besides the aid derived from the Parliamentary grant under the Minutes of 1846, the Executive Board might be empowered to grant, from the general School rate of Scotland, Exhibitions towards the expenses of training students, to be awarded to successful candidates after examination, either at matriculation, or at subsequent periods of the course of instruction. The resources of the Training Colleges would thus be derived, — 1. From the Parliamentary grant, in the form of A. Exhibitions to Queen's scholars, on their entrance; B. Grants on behalf of the education of Masters who obtain Certificates at the end of each year's course. 2. From the General School rate, as, A. Matriculation Exhibitions to the most proficient students on admission; B. Progress Exhibitions to those who gave, on examination, proofs of the most earnest application, ability, and success. 3. From the payments of students for their board and instruction. 4. From subscriptions.

In another principal feature, also, would the scheme of separate Schools under religious government differ from that of common Parochial Schools. The erection of the separate Schools would originate with the Religious Communions, and the cost would be principally borne by them; but they would be entitled to the usual amount of aid from the Parliamentary grant. The extension of public education, under this system, could not therefore be expected to be nearly so rapid, as under that of the proposed new Parochial Schools. Under the system of separate Schools, the same cardinal principle would be observed. The Act would provide for the religious instruction of the scholars, by confiding the government of Schools to the Religious Communions. But the Legislature would not interfere to enforce religious instruction in the School. It would limit its operations to the preparation of its subjects for their duties as citizens, and to the protection of civil liberty, and the rights of conscience.

If the principle of the religious government of Schools

were departed from, there is no middle term. An abyss, spanned by no arch, separates the purely Secular School from that of the Religious Communion. The chasm must be cleared at one bound. A School under the management of a Board of purely civil character, elected by the rate-payers, may be efficient for all secular uses, but, as respects religion, no statutory enactment can provide for the absence of the spiritual life. The Legislature has abdicated its usurpation over conscience; but if the tyranny of the Tudors were restored, it could not breathe the life of religion into this corpse. A School under purely civil control, be it clearly understood, is a Secular School. The governing authority determines the character of the School. Therefore, a School chiefly under the government of Religious Communion agreeing in doctrine must be a Religious School, as surely as that of each religious congregation.

If this truth were more clearly discerned, and if it were also perceived, that the Legislature may confide the government of Schools to Religious Communion, either separately or collectively, without any infringement of the rights of conscience, or encroachment on civil liberty, the minority which, in Scotland, has in despair resorted to the proposal of a secular constitution for public Schools, would shrink into complete insignificance. If there be any who desire to establish the Secular School from aversion to Christianity, or to remove an obstacle to the development of some new form of Christian faith, or to supplant it by the barren prudential moralities of rationalism or deism, their cold pedantry has no hold either on the masses whom Scotland has nursed on the milk of the pure Word, or on those whom her Universities have trained in all the dialectic subtleties of controversy, or on the earnest heart of a great people in whom the spirit and teaching of Knox survive. Whatever be the antipathies of sects, the struggles of party, the rivalries of the civil and the church courts, or the contests for spiritual dominion, two watch-words will

still unite Scotland against a common enemy. Romanism and infidelity, since Calvin embodied in a system of ethics and theology the doctrines of the Reformation, have nowhere foes so stern, so united, and so defiant as the Scottish nation. That Scotland should submit to the imposition of a Secular School, or, which is equivalent, of a School under purely civil government, is a vain imagination.

To the adoption of one or other of the two plans for the religious constitution of Schools to be supported by public rates in Scotland, there is one fearful alternative. The reign of ignorance, brutish habits, crime, and heathenism may be indefinitely prolonged. This cloud may brood with the gloom of hell over the destinies of a heroic race, nor can any human prescience foretell what may be the catastrophe, when its dark womb struggles with the throes of a new birth amidst the lightnings of social convulsion. If the monarchy and the representative system of Great Britain are to perish, it will not be from any conspiracy of the nobles. Magna Charta and the revolution settlement secured and limited their influence in the Constitution. Nor will it arise from the rebellion of the middle classes, who acquired their due share of political power by the Reform Bill. But the dominion of an ignorant and demoralised democracy is scarcely more fatal than the growth of popular discontent, — the inevitable consequence of the waste of national resources by a people who multiply without forethought; purchase misery by improvidence; and exchange the frenzy of inebriety for the madness of political fanaticism. The sure road to socialism is by a prolongation of the contrasts between luxury and destitution; vast accumulations, and ill-rewarded toil; high cultivation, and barbarism; the enjoyment of political privileges, and the exclusion from all rights by ignorance, or indigence. The means of solving these great social problems lies in the Christian civilisation of the entire people by the Public School.

APPENDIX (A.)

I. Character of Pupil Teachers and their general Demeanour.

HAVING made special inquiries from the clergy, and other friends and supporters of the schools, as to their conduct, I have great satisfaction in reporting the favourable accounts that I have received. I believe that there is no other class of persons of that age, whose conduct, subjected to the like careful observation and scrutiny, would be found more entirely free from blame. — *Report of Rev. H. Moseley, Minutes, 1850-1, vol. ii. pp. 2, 3.*

Of only one apprentice have I received from the clergy and school-managers a decidedly unsatisfactory certificate of moral and religious conduct. — *Rev. E. D. Tinking's Report, Minutes, 1850-1, vol. ii. p. 204.*

I am glad again to bear testimony to the excellent conduct and character of all the pupil-teachers of the district. There have been only two or three at all found fault with, and these only in trivial matters; and I cannot say there is any one of them of whom I augur any but the happiest results from their training and their knowledge; and every successive year only increases the conviction of myself, with all the managers and clergy, that the pupil-teacher system was one of the most valuable inventions, for its purpose, that ever was devised. — *Rev. M. Mitchell's Report, Minutes, 1850-1, vol. ii. p. 268.*

The number of pupil-teachers in this district is 164 (116 boys, 48 girls).

Their progress, attention to duty, and general steadiness of conduct is highly satisfactory, and augurs well for their future usefulness. — *Rev. J. J. Blandford's Report, same vol. p. 331.*

I turn with very great pleasure to the next column (M), which records that 310 apprentices in my district have received their stipends for the past year upon my favourable report on their good conduct and attainments, backed by the approbation of their clergy. Nor is this pleasure materially diminished when I advert to the two succeeding summaries (N and O), from which it appears, that while two have forfeited their payments for deficient attainments, and two for dishonest copying, of the 24 whose apprenticeship has terminated, nine have been promoted to Queen's scholarships, or to other advantageous appointments under circumstances highly creditable to themselves; six have been removed for incompetency; five, I am grieved to say, by death or illness; but *only three through causes morally discreditable to themselves* — and even these not of a very heinous character. — *Rev. W. H. Brookfield's Report, same vol. pp. 380, 381.*

I have pleasure in speaking in favourable terms of the apprenticeship sys-

tem, as far as my experience extends. The apprenticed pupil-teachers seem in very many cases likely to become valuable masters and mistresses, and they are already of great use in schools, being far more efficient than the unapprenticed and unpaid monitors whom they have superseded. — *Rev. W. J. Kennedy's Report*, same vol. p. 440.

That some tendencies would be developed which would call for watchful care, and some unfavourable cases would arise, might have been anticipated in the progressive operation of a system so extensive and novel. But the most careful inquiry into the matter has satisfied me that whatever tendencies to evil might exist they have been effectually counteracted, and that the cases of comparative failure have been immensely outweighed by those of decided success. During the past year only one pupil-teacher in my district has been dismissed on the ground of immoral conduct; and the clergy and school managers generally assure me that the exemplary character both of the boys and girls produces the most important effects upon the children and the neighbourhood. I attribute this partly to the religious instruction and training, which is peculiarly complete and effective in most cases, partly to the good sense and rightmindedness of those who have selected the pupil-teachers, and partly to the powerful incentives to good conduct and the severe penalty attached to moral delinquency by the practical working of the Minutes of Committee of Council. I believe that, as a class, the pupil-teachers are equal in these most important respects to the most favoured of their countrymen; and I reiterate this statement, because an impression appears to exist in the minds of very influential persons that they are likely to be deficient in those moral habits which are generally found in connection with such cultivation and refinement as they can hardly be supposed to acquire in the houses of their parents. — *Rev. F. C. Cook's Report, Minutes, 1851-2, vol. ii. p. 46.*

With regard to the conduct of the apprentices, both male and female, I am glad to be able to speak in very satisfactory terms. — *Rev. F. Watkins' Report, Minutes, 1851-2, vol. ii. p. 123.*

Pupil-teachers. — If there is one part of the present measures in operation for the improvement of the labouring classes more satisfactory and full of hope than another, it is the system of apprenticeship by which a large body of teachers are now being trained, and in the course of a short time will be ready to take charge of elementary schools. It is most satisfactory to be able to report favourably of the continued good conduct and steady progress of the apprentices. I think it would be difficult to find a number of young men and women who have given greater satisfaction, or whose conduct has been more exemplary; and this, too, at a very critical part of their lives. There are, it is true, many concurrent circumstances, in reference to the apprenticeship, which in themselves have a natural tendency to promote steadiness amongst the apprentices, by keeping them out of harm's way. They have plenty of work to do. They are thoroughly occupied, and under the eye of their respective teachers the greater part of the day. After school hours they are not left to themselves, but are again under the control and guidance of their teachers, who have thus abundant means, both in school and out of it, of ascertaining the dispositions and forming the characters of their apprentices, by encouraging what is good and checking that which is evil. Both masters and mistresses require constantly to be reminded of the serious responsibility they have incurred, not simply in regard to the intellectual attainments, but what

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is of far higher moment, the moral training of their apprentices. — *Rev. J. J. Blandford*, p. 291. of same vol.

Of the progress of the pupil-teachers themselves I have also to report favourably. Individual cases of misconduct or incompetency there have been; and they have, I hope, served to warn all those on whom rests the responsibility of their training, how vigilant and judicious must be our care of them during the later years of their apprenticeship. — *Mr. Norris*, p. 376. of same vol.

The spirit of one remark which I made last year I must be excused for again bringing forward now, to the effect that the influence for good of the pupil-teachers upon the future destinies of our country cannot but be great. The religious, moral, and intellectual training they are now receiving — the habits of order, cleanliness, and persevering industry which they are daily forming, will, when they become men and women, act imperceptibly but certainly upon all with whom they come in contact; and they will be the means of spreading social comfort and Christian civilization through all the corners of the land. — *Rev. H. L. Jones' Report, Minutes*, 1850-1, vol. ii. p. 514.

Among the pupil-teacher apprentices to be found in Wales there are several of great talent, and of knowledge much beyond what could have been expected; while as a body they form a strong guarantee for the future intellectual advancement of their country. Although indentures have been cancelled by mutual agreement in one or two instances, yet I have not heard a single complaint of any serious misbehaviour on the part of those young people, made by either managers or teachers; whilst, on the contrary, though their progress in mental cultivation has been various, their moral and religious good conduct has been uniformly attested by all persons with whom I have had occasion to converse upon the subject. Some have now completed the terms of their indentures, and have gone to training schools, where they are now completing their studies, — several after obtaining Queen's scholarships, — all, I believe, with satisfaction to their respective principals. — *Rev. H. L. Jones, Minutes*, 1851-2, vol. ii. p. 471.

II. Pupil-Teachers religiously brought up.

The schools in which pupil-teachers have been appointed are generally schools fortunate in the supervision of active and zealous clergymen; and I cannot convey in adequate terms the sense I entertain of the importance of this fact. I believe that the success which has up to this period characterised the working of the pupil-teacher system is mainly to be attributed to it. — *Report of Rev. H. Moseley, Minutes for 1850-1*, vol. ii. p. 3.

I am happy to say that the examinations in Holy Scripture and other branches of religious knowledge, especially in the liturgy and formularies of the Church, have been even more satisfactory than in former years. I expressed some doubt last year whether the course of religious instruction, after the commencement of their apprenticeship, is sufficiently comprehensive — whether it keeps pace with the progressive development of their minds. In most cases I am now satisfied that any such apprehensions are groundless. The clergy assure me, and I have had ample opportunities of ascertaining the fact, that a fair proportion of the pupil's time is regularly devoted to the study of the Bible, and such books as are calculated to explain and illustrate its

precepts. A course of religious reading, comprehending some important books in the Old and New Testament, is generally proposed at the inspection, upon which I have felt no hesitation to undertake that the examination shall be principally confined at my next annual visit. I have been much struck with the clear and accurate knowledge of the historical and prophetic portion of the Old Testament, and of the evangelical narration, as well as the more practical epistles, which the greater portion of these youths display, in the oral and written examinations. It is because I am convinced that these boys and girls are thoroughly conversant with the teaching of the Holy Scriptures, and because I hope that they are to a great extent practically affected by its precepts and doctrines, that I look forward trustfully to the results of the great experiment which has been made through this instrumentality to raise up a body of well-trained teachers, and to provide for the elementary instruction of the working classes.—*Report of Rev. F. C. Cook, Minutes for 1850-1, vol. ii. p. 34.*

III. *Pupil-teachers make salutary Progress in Religious Knowledge.*

It is a source of much real satisfaction to me to be enabled to report favourably both of the religious and intellectual improvement of these apprentices and teachers as a body during the past year. They appear to realise more fully, as far as my judgment goes, the importance of their position as teachers and trainers of immortal souls—they are more simple in thought and language and more apt in imparting their information to the children.

* * * * *

I am anxious to bear testimony not only to this intellectual improvement, but moreover to the moral and religious progress which is no less evidenced by the continuance of their apprenticeship.

The characters given to me, not only in the written certificates, but in conversation with the clergy and school-managers, of the apprentices are highly gratifying. I am assured that these young persons are individually, with very few exceptions, striving to do their duty as those who must give account at the day of God.—*Rev. E. D. Tinling's Report, Minutes, 1850-1, vol. ii. pp. 203, 204.*

IV. *Attainments of Pupil-Teachers.*

With regard to the progress made by pupil-teachers in their own studies, by which their future prospects will be so materially influenced, I feel it my duty to record the following facts. When the master and mistress have done their duty faithfully, and have been truly competent to instruct the pupils in the subjects of examination, no failures have occurred or are likely to occur, nor are the pupil-teachers likely to fall short of that standard of attainment which will secure them admission into normal schools with the advantage of exhibitions from the Government or other sources.—*Rev. F. C. Cook's Report, Minutes for 1851-2, vol. ii. p. 42.*

The papers of these pupil-teachers both male and female, who have reached the third year of their apprenticeship, generally speaking, indicate a far higher

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amount of intellectual attainment and cultivation than has hitherto been observed in the candidates for admission at the various training institutions. There is every reason to expect that those who will be selected as Queen's scholars will be thoroughly prepared to benefit by the professional instruction which it must be the main object of the principals of those institutions to impart.—*Rev. F. C. Cook's Report, Minutes for 1850-1, vol. ii. p. 34.*

The papers of the pupil-teachers are often better than those of the masters who profess to teach them. This I attribute to the clergy.—*Rev. M. Mitchell's Report, p. 268 of same vol.*

The acquirements of the pupil-teachers in my district have been, I think, decidedly satisfactory; more so on the whole than I had ventured to anticipate. Consequently the cases in which apprentices have failed to obtain the stipend conditionally paid them by the Committee of Council have been very rare. In Lancashire, for instance, out of about 400 apprentices I do not think that more than half a dozen at most have altogether failed in their examination.—*Rev. W. J. Kennedy's Report, same vol. p. 440.*

With regard to the pupil-teachers themselves, there is of course a great variety in their efficiency and progress as there is in the circumstances under which they are placed. As a whole, however, they have considerably exceeded my expectations. Occasionally, indeed, it has been necessary to cancel the indentures, in one case, perhaps, for want of punctuality, in another from insubordination, in a third from manifest stupidity; but these cases have been extremely rare, while the proportion of those who have proved efficient, trustworthy, and of good intellectual qualifications has been very considerable. In some instances, indeed, I have feared that their health has suffered from long and anxious application to study, and in many others I well know the time devoted to their instruction by the master has greatly exceeded the prescribed limits.—*Mr. Morell's Report, same vol. pp. 627, 628.*

Candidates for the office of the teacher were heretofore often persons disqualified by various causes for success in other walks of life. These youths are selected out of a greater number, and over a large surface of the population, and, amongst other qualifications taken into account, are those superior talents and that great energy of character which are required in the successful management of a school, but which would secure success in almost any other career in life. And then, in respect to knowledge, many of the Queen's scholars, will, I conceive, be found as far advanced when they enter the training schools as the generality of students have been accustomed to be, when they have left them.—*Mr. Moseley's Report, Minutes, 1851-2, vol. ii. p. 298.*

V. Knowledge of Schoolkeeping, and Tact and Skill in the Management of Classes.

In the schools where pupil-teachers are employed, the monitorial system has generally been given up. Many of these pupil-teachers are entitled now to rank as assistant masters and mistresses, and most effectual assistance is rendered by them in the teaching of the children, particularly of the lower classes, heretofore much neglected. A large proportion of them manifest an interest in the work of the teacher, and may be considered to be well adapted to it. They have been selected as the promising children of their respective

schools, are generally of fair abilities, and have made good progress in their learning, according to the course prescribed in your Lordships' schedule.—*Report of Rev. H. Moseley, Minutes, 1850-1, vol. ii. p. 2.*

I have to remark this year a very decided improvement amongst the apprentices in the art of teaching, in their power of giving a lesson to a class or gallery of classes, both with regard to the matter of instruction, and to the manner in which it is conveyed to the children. * * * And I should add that, in the far greater number of schools where pupil-teachers have been at work for three or four years (and before the expiration of this time it is hardly fair to expect much fruit from their labour), there is a positive improvement in all those points over which their influence extends, and for which they may be said to be responsible. I should especially remark the more intelligent instruction of the lower classes, and the generally improved tone of the whole school.—*Rev. F. Watkins' Report, Minutes, 1851-2, vol. ii. p. 124.*

The pupil-teachers are many of them likely to turn out very efficient instructors. In several of the schools they have become very well acquainted with the way of managing their classes and the school generally, and their papers are for the most part very fairly worked, and in some cases very excellently.—*Rev. M. Mitchell, same vol. p. 253.*

I am justified, by the concurrent testimony of the clergy and other promoters of schools who have watched over these young persons during their apprenticeship, in speaking of them, as, up to this period, affording evidence, for the most part, of the formation of that character, and the development of those principles, which are to be desired in an elementary teacher. The recent examination for Queen's scholarships shows them, in regard to ability and attainments, and in aptitude for teaching, to be greatly in advance of the class of persons hitherto admitted to our training schools.—*Mr. Moseley's Report, Minutes, 1851-2, vol. i. p. 276.*

VI. *Miscellaneous Testimonies to Effects of Pupil-Teacher System generally.*

The second inference drawn from a comparison of the summaries points out very satisfactorily one of the most important results of the pupil-teacher system; in fact, the point in which it has been most eminently and confessedly successful. Perhaps it might not appear at once to a casual observer that the standard of instruction in pupil-teacher schools was much higher than in non-pupil-teacher schools, but on a closer inspection of the tables it will be seen to be the case, and that in the most satisfactory way possible.

It is not in history, geography, grammar, or the higher rules of arithmetic—that is, in the first-class subjects—that the great disparity is shown; but in the lower subjects which still engage the bottom of the school—in the percentage of children still occupied with their alphabet and spelling, or who have not yet begun to write on paper or cast accounts—that the pupil-teacher schools appear so far in advance of non-pupil-teacher schools.

Thus in pupil-teacher schools only 17 per cent. are left in the alphabet class;
in non-pupil-teacher schools 48 or nearly half;
in pupil-teacher schools only 5 per cent. are writing copies on slates;
in non-pupil-teacher schools 46 or nearly half are still so occupied;

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in pupil-teacher schools only $3\frac{1}{2}$ per cent. appear *not* to have begun arithmetic ;

in non-pupil-teacher schools 25 or one quarter.

Generally, then, it may be said that in non-pupil-teacher schools there is still a large residuum of ignorant children encumbering the lowest class, while the pupil-teacher system has at once acted powerfully upon this, and distributed it in solution, as it were, through the several classes of the school.

I am glad to be able to add that my own impressions—independent of tables of instruction—entirely confirm this result of statistical inquiry. It is one of the most striking points of contrast exhibited at first sight by the two classes of schools ; and certainly, as I said before, one of the most satisfactory fruits of the pupil-teacher system. There are other points of contrast equally important and equally demonstrative of the excellence of this system, which cannot be represented in a table of statistics, as they affect rather the moral condition of the school. Every one who has had opportunities of comparing schools so organised with schools conducted on the old monitorial system, must have recognised the improved aspect, the increased order, the greater prominence and attention given to the lowest class, and, above all, the invaluable relief afforded to the master, — due to the replacement of monitors of 11 or 12 by regularly trained pupil-teachers between the ages of 13 and 18. The advantages, however, moral and intellectual, that have accrued to the cause of education from the Minutes of 1846, have been so frequently pointed out by your Lordships' Inspectors, and are in fact so uniformly acknowledged in my district, that it is unnecessary for me to say more on this subject. — *Rev. J. P. Norris's Report, Minutes, 1850-1, vol. ii. pp. 488, 489.*

The system of pupil-teachers still remains one of the most interesting and important features in your Lordships' Minutes, and none, I believe, has had a great effect in raising the general tone of primary education through the country. So long as examples of a thoroughly efficient primary school were wanting, there was no wonder at the little zeal exhibited in the progress of education and in the improvement of the schools already existing. A single effective school, held up as a model to a district, is a *realised idea*, which places the entire problem of education to the minds of observers in a new light. To bring the mass of our population under such influences is seen at once to be an object worth all the effort and the sacrifice that can be directed towards it. This appears to me to be one of the first and foremost of the advantages which have been secured by the apprenticeship of pupil-teachers. Many other advantages are of course in reserve, but the mere fact of having by this instrumentality planted practically efficient schools here and there throughout the country—schools in which we are not wholly shut up to the formal mechanism of the monitorial system on the one hand, nor to the incessant waste of time consumed in drill, march, bad music, and dull routine on the other—this very fact, I say, renders the return to such methods and organisations a moral impossibility. The people themselves begin now to know what education is, and are not very likely to be again satisfied with an apology for it. — *Mr. Morell's Report, same vol. p. 627.*

The pupil teachers' schools have been most successful. The Minutes of 1846 have effected a revolution in the education of the poor, for rapidity and improvement, probably without parallel in the history of any country. — *Mr. Bellairs' Reports, Minutes, 1851-2, vol. ii. p. 83.*

I am happy to be able from further experience to confirm my previous re-

port of the great aid to schools resulting from the young assistant teachers apprenticed to the masters and mistresses. This aid, too, is becoming continually greater as the pupil-teachers grow older, and as the head teachers learn from experience how they can make the most of their help.—*Mr. Kennedy*, p. 352 of same vol.

I ought not, perhaps, in speaking of matters affecting the welfare of Roman Catholic schools, to omit all allusion to the introduction into them, for the first time, of apprenticed pupil-teachers. The school managers who have availed themselves of their services, and watched the effect of their employment, appear to be unanimous in their sense of the value of this class of assistant teachers; and the improvement visible in the schools where they are found, is, with few exceptions, sufficiently marked and decisive to leave no room for doubt on this subject. The great majority of those who have presented themselves for examination at the close of the first year have acquitted themselves with credit, and fulfilled in the most satisfactory manner the conditions of apprenticeship. None have been found unworthy of admission to the second, while a certain number have been advanced to the third year. And if a few, out of about two hundred, have been admonished that their progress was not entirely satisfactory, the fault is to be attributed, in almost every case, to accidental causes, such as continued illness and consequent absence from school; and perhaps, in a very few instances, to the indifferent qualifications of the teacher to whom they had been apprenticed. In such cases, I have not hesitated to recommend strongly the removal of the incompetent teacher; and I conceive that it is not the least of the many solid benefits flowing from the system of apprenticeship, that it tends, by an inevitable process, to detect and extirpate the ignorant, or careless, or unskilful teacher; while it supplies such as are really capable of filling that difficult and important office with a new and urgent motive for the cultivation of their powers and the improvement of their attainments. It affords me peculiar pleasure to add, upon the testimony of many of the clergy, as well as that of my own observations, that a large proportion of the pupil-teachers have rendered to the schools in which they are placed far higher services than those which are strictly required from them by the letter of their indentures: I allude to the excellent and persuasive example which they have commonly afforded to their companions, and to the healthy moral and religious influence of which, under the guidance of their superiors, they have been the active and willing agents in their respective schools.—*Mr. Marshall's Report, Minutes for 1850-1*, vol. ii. pp. 672, 673.

The efficiency of the working of well-chosen and well-trained pupil-teachers may be illustrated and, if necessary, proved by one striking example. In the General Sessional School of Dundee, one master, with their aid, keeps 600 children above the average state of progress, and in better than average condition as to discipline, which I have observed in schools of the kind. It is scarcely necessary to say that no individual, however qualified, could without a large amount of efficient assistance, satisfactorily manage and instruct so great a number of children, in all the variety of ages and branches of a general elementary school.

Of the great number of pupil-teachers that are now becoming apprenticed a limited portion only may ultimately become schoolmasters. In the mean time, a great and healthy stimulus is thus given to the education of the country generally, and more particularly to that of the lower classes, where it was most required. The best qualified among them for the office of the schoolmaster are

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likely to go forward as to their natural calling, and the rest, while they aid in the education of others, will themselves receive an education which would never otherwise have been within their reach.

Many masters have spoken to me of the apprenticeship, as having conferred on them the further benefit of giving occasion to such a revise of some subjects, in the training of their apprentices, as the ordinary business of the school would never have induced them to undertake. — *Dr. Woodford's Report*, same vol., pp. 702, 703.

In the present state of things this rapid increase in the number of pupil-teacher schools may be regarded as one of the best proofs of advance in the cause of education. The contrast, in respect of discipline and general efficiency, between these schools and those which have not yet availed themselves of the advantages offered by your Lordships' Minutes of 1846, is still more striking.

* * * *

Of pupil-teacher schools,

35 per cent. were marked *good*, 31 *fair*, 24 *moderate*, 10 *bad*.

Of non-pupil-teacher schools,

3 per cent. were marked *good*, 18 *fair*, 42 *moderate*, 37 *bad*.

Or, more shortly, *two thirds* of the pupil-teacher schools were *above* par, while of the non-pupil-teacher schools *four fifths* were *below* par. — *Mr. Norris, Minutes*, 1851-2, vol. ii. pp. 375, 376.

There is still every reason to be abundantly satisfied with the operation of your Lordships' Minutes in regard to pupil-teachers. The zeal with which they have performed their duties is in the majority of instances highly creditable to them; and the intellectual stimulus afforded by the prospect of the annual examination has kept their faculties active, both for their own improvement and that of the classes committed to their care. I cannot refrain from singling out those attached to the Albion Street school at York, as deserving, together with their teacher, peculiar commendation for the efforts they have made to carry out the entire spirit of your Lordships' regulations, in reference to their progress both in knowledge and in the art of communicating it. — *Mr. Morell, Minutes*, 1851-2, vol. ii. p. 574.

In former reports I have recorded my sense of the great services rendered by the apprenticed pupil-teachers, and of the beneficial operation of the annual grants made by your Lordships towards their support. Further experience only confirms my opinion on this subject; and the managers of Catholic schools who have profited by this particular grant will, I am persuaded, cordially acknowledge their obligations to those who devised so valuable a system. The progress of a great majority of apprentices whom I have examined during the past year has been entirely satisfactory; and even the least successful amongst them has proved far more useful and efficient than the best of the incompetent and unsalaried "monitors" whom they have superseded — *Mr. Marshall*, pp. 524, 525 of same vol.

MARY O
ts of e

	PER-CENTAGE OF CHILDREN AGED										
	READING.			7 and under.	8	9	10	11	12	13	14 and above.
	Algebra. Holy Scriptures.	Easy Narratives.	Letters and Mono- syllables.								
1-3	42	33.5	30.24	37.29	13.22	12.83	11.51	9.81	6.91	4.63	3.8
3-5	53	26.5	39.64	30.14	19.86	16.92	14.63	6.36	6.87	3.32	1.9
5-7	04	32.05	43.09	24.18	18.75	17.53	14.72	10.4	7.47	4.09	2.86
7-9	6	35.4	39.24	28.48	15.01	14.75	20.58	10.56	6.23	2.82	1.57
9-11	7	31.74	28.52	35.99	14.99	15.	12.27	8.68	6.4	3.51	3.16
11-13	11	35.34	38.72	36.61	14.92	13.2	12.77	9.09	6.91	3.67	2.83
13-15	15	43.23	33.49	35.47	16.9	15.32	11.28	8.17	6.61	3.75	2.5
15-17	78	33.81	34.67	35.5	14.85	14.72	13.06	9.23	8.02	2.89	1.73
17-19	36	43.71	23.32	44.15	16.23	15.29	4.1	7.56	6.79	3.8	2.08
19-21	92	31.97	39.77	37.51	17.2	12.63	11.78	9.	6.14	3.54	2.2
21-23	58	30.09	27.54	31.08	13.53	13.09	13.	10.65	6.87	5.65	6.13
23-25	11	32.89	27.66	33.34	14.24	13.8	12.86	10.4	7.12	4.37	3.87
25-27	81	34.2	33.21	34.11	12.76	13.91	12.96	11.9	7.93	3.77	2.66
27-29	39	20.	14.5	26.18	11.65	13.18	14.34	10.91	8.91	6.24	3.59
29-31	14	24.58	23.14	34.2	12.41	12.42	12.59	9.13	8.62	5.36	5.27
31-33	7.7	30.	45.51	43.35	12.55	10.81	11.2	7.86	7.16	4.6	2.47
33-35	69	32.5	32.26	34.23	14.94	14.09	13.78	9.36	7.19	4.12	3.35

age.

area in sufficient for the accommodation of each child.
on the Books.

EXPENDITURE.		Average Expenditure
Miscellaneous Expenses.	Total.	per Scholar in Attendance.
£. s. d.	£. s. d.	£. s. d.
673 5 7½	3381 12 8	1 1 5½
8714 1 8	25528 0 8½	1 6 6½
3135 11 11½	13621 13 2½	1 5 0½
4497 6 4½	27324 10 7	0 14 10½
2647 6 6	12490 1 2½	0 16 4½
2864 7 8½	12558 7 11	0 17 5½
1660 6 6½	12281 15 1½	0 18 1½
2744 12 9	14157 0 3½	1 1 10
3141 1 7½	17413 0 9½	0 18 11
1659 0 5½	10172 13 11½	0 15 7
607 9 5	6018 15 5	0 17 0
32344 10 7½	154947 11 11½	0 16 1
2633 8 5½	14117 0 7½	0 13 4½
3128 15 11½	18424 7 2	0 16 7½
2016 3 7	11172 18 4	1 2 3
1384 2 8	9733 10 6	0 19 5
1604 18 6	5531 17 4	0 16 6
43111 19 9	213927 5 11½	0 18 2½
0 3 4½	0 16 1	

specific objects, do not affect the balance of general income and
 is, 2s. 1½d.; School-pence, 6s. 9½d.; Other sources, 1s. 5½d.;
 s. 8d. : Total Annual Expenditure per Scholar, 15s. 0½d.

TABLE No. IV.
Attainments of Male Students in Training Colleges.

		EXCELLENT OR GOOD.								EXCELLENT, GOOD, OR FAIR.							
		Number per Cent. of Candidates in each Training School whose Exercises were classed.															
		Butterton.	Caermarthen.	Cheltenham (St. Mark's).	Cheltenham.	Cheltenham.	Cheltenham.	Durham.	York and Ripon.	Butterton.	Caermarthen.	Cheltenham (St. Mark's).	Cheltenham.	Cheltenham.	Durham.	York and Ripon.	
Ordinary																	
Subjects of Instruction																	
In Elementary																	
Schools.																	
Number of Candidates	-	14	18	25	17	21	17	17	17	14	18	25	17	21	17	17	
Scriptural Knowledge	-	16.63	20.00	22.45	36.66	10.00	36.36	34.48	34.48	58.49	50.00	65.80	79.99	47.5	81.81	86.21	
Arithmetic	-	9.30	10.00	22.45	13.33	45.00	0.00	6.89	6.89	55.80	55.96	59.18	53.33	67.5	63.63	65.51	
English Grammar	-	2.32	0.00	0.00	0.00	0.00	0.00	3.45	3.45	2.32	3.33	14.28	20.00	0.0	9.09	6.9	
Geography	-	9.30	6.67	10.20	19.99	10.00	0.00	3.45	3.45	41.86	33.33	63.26	39.99	37.5	27.27	34.49	
English History	-	4.65	0.00	14.28	13.33	0.00	9.09	3.45	3.45	41.86	26.66	59.18	56.66	42.5	45.45	41.88	
Vocal Music	-	0.00	0.00	2.04	0.00	0.00	0.00	0.00	0.00	16.28	83.33	9.47	16.66	2.5	54.54	24.21	
School Management	-	0.00	0.00	0.00	0.00	2.5	0.00	0.00	0.00	11.63	9.33	4.08	13.33	15.0	9.09	10.35	

TABLE No. V.

Number per Cent. of Students in each Training School whose Exercises were classed Excellent, Good, or Fair.

Subjects not usually taught in Elementary Schools.	Bedford.	Cammerham.	Chichester (St. Mark's).	Cheltenham.	Chesham.	Durham.	York and Ripon.
Church History - - -	72.09	56.67	79.59	66.66	47.5	81.81	86.2
Model Drawing - - -	9.29	0.00	0.00	3.33	5.0	0.00	0.00
Geometry - - -	30.23	20.0	36.69	32.66	20.0	0.00	20.68
Mensuration - - -	32.55	27.33	26.63	26.66	40.0	0.00	27.93
Industrial Mechanics - -	44.19	40.00	30.61	17.66	25.0	18.18	27.58
Algebra - - -	83.71	60.00	73.48	43.33	57.0	18.18	41.37
Physical Science - - -	32.55	16.66	32.65	19.99	42.5	9.19	10.35
Higher Mathematics - -	9.3	3.33	24.49	30.00	5.0	0.00	10.35
Welsh - - -	0.00	46.66	0.00	0.00	0.0	0.00	0.00
Latin - - -	0.00	0.00	12.24	6.66	0.0	0.00	10.35
Greek - - -	0.00	0.00	6.19	0.00	0.0	0.00	6.89
French - - -	4.65	0.00	4.08	0.00	2.5	18.18	0.00

TABLE No. VI.

Numbers per Cent. of Candidates in each Training School whose Exercises were marked Excellent, Good, and Fair, divided respectively by the Average Numbers of Months during which they had been resident in those Training Schools.

Subjects of Examination.	Bedford. 43 Candidates.	Cammerham. 20 Candidates.	Chichester (St. Mark's). 49 Candidates.	Cheltenham. 20 Candidates.	Chesham. 40 Candidates.	Durham. 11 Candidates.	York and Ripon. 29 Candidates.
Scriptural Knowledge - -	4.17	2.77	2.61	4.70	2.26	4.81	5.07
Arithmetic - - -	3.98	3.11	2.36	3.14	3.21	3.74	3.25
English Grammar - - -	0.17	0.18	0.57	1.18	0.00	0.83	0.4
Geography - - -	2.99	1.85	2.53	2.35	1.78	1.60	2.00
English History - - -	2.99	1.48	2.36	3.33	2.02	2.27	2.43
Vocal Music - - -	1.16	4.62	0.38	0.98	0.11	3.20	1.42
School Management - - -	0.83	0.18	0.16	0.80	0.71	0.53	0.61
Church History - - -	5.14	3.15	3.18	3.22	2.16	4.81	5.06
Model Drawing - - -	0.65	0.00	0.00	0.19	0.23	0.00	0.00
Geometry - - -	2.16	1.11	1.47	2.15	0.95	0.00	1.21
Mensuration - - -	2.32	1.29	1.06	1.51	1.20	0.00	2.23
Industrial Mechanics - -	3.15	2.22	1.22	1.04	1.19	1.07	1.62
Algebra - - -	5.98	3.53	2.24	2.55	2.71	1.07	2.43
Physical Science - - -	2.32	0.92	1.31	1.17	2.02	0.44	0.60
Higher Mathematics - -	0.65	0.18	1.00	1.80	0.23	0.00	0.60
Welsh - - -	0.00	2.59	0.00	0.00	0.00	0.00	0.00
Latin - - -	0.00	0.00	0.49	0.39	0.00	0.00	0.60
Greek - - -	0.00	0.00	0.24	0.00	0.00	0.00	0.40
French - - -	0.32	0.00	0.16	0.00	0.10	1.07	0.00

"It is not to be supposed that because the estimate which these tables afford of the success with which each subject of instruction is pursued, is an

arithmetical one, that it is therefore incontrovertible. It is very liable to error where the number of candidates in any Training School is *small*, and it takes no account of the different degrees of attainment with which the students in different schools enter them. There can be little doubt that the better instructed and the more intelligent and enterprising students seek the larger training schools; whilst the less instructed and intelligent prefer the smaller diocesan schools. The division by the number of months of residence in the last table supposes, moreover, the whole knowledge acquired in the Training School, and to have been equally divided through the whole time of residence, which we have no right to assume."

"Nevertheless these tables afford a standard of comparison which, if duly corrected, is not without its value and importance."—*Minutes*, Vol. I. 1851-2, p. 292.

TABLE No. VII.

The Training Schools are here arranged in the Order of Merit in their secular Studies, as indicated by the Numbers 1, 2, 3, 4, 5, 6.

	EXCELLENT OR GOOD.						FAIR.			
	Holy Scripture.	Catechism, &c.	Grammar.	Geography.	English History.	Domestic Economy.	Grammar.	Geography.	English History.	Domestic Economy.
1	44·19	27·91	2·33	34·88	20·93	16·28	58·12	41·86	62·79	51·16
2	34·04	14·90	21·27	12·76	21·27	12·76	44·68	61·71	29·79	36·18
3	23·07	23·97	·00	23·07	23·07	38·46	53·85	53·85	30·77	30·77
4	20·00	20·00	·00	35·00	30·00	25·00	65·00	40·00	50·00	55·00
5	10·00	5·00	·00	5·00	10·00	·00	36·00	50·00	40·00	35·00
6	3·12	3·12	3·12	6·25	·00	9·38	46·87	59·38	58·00	40·62

TABLE No. VIII
Attainments of Female Students in Church Colleges.

	Excellent.			Good.			Fair.			Moderate.			Imperfect.			Failure.		
	Arithmetic.	Vocal Music.	Industrial Skill.	Arithmetic.	Vocal Music.	Industrial Skill.	Arithmetic.	Vocal Music.	Industrial Skill.	Arithmetic.	Vocal Music.	Industrial Skill.	Arithmetic.	Vocal Music.	Industrial Skill.	Arithmetic.	Vocal Music.	Industrial Skill.
Whitlands - -	2-12	2-12	25-53	-	-	29-79	27-66	19-16	21-27	42-55	10-64	19-16	8-51	2-12	4-25	19-16	65-96	-
Home & Colonial	2-33	-	-	-	-	9-30	20-98	18-60	13-95	58-12	30-23	46-51	6-98	18-60	20-93	11-63	32-56	9-30
Warrington - -	'00	-	10-00	-	-	25-00	45-00	10-00	40-00	15-00	35-00	30-00	20-00	-	-	20-00	55-00	-
York - - -	'00	-	15-39	-	15-39	23-07	15-39	23-07	53-86	53-85	23-07	7-69	23-07	30-77	-	7-69	7-69	-
Salisbury - -	'00	-	-	-	-	10-00	25-00	-	5-00	45-00	-	70-00	15-00	65-00	10-00	15-00	35-00	5-00
Cheltenham - -	'00	-	-	-	-	68-75	9-38	12-60	21-67	50-00	34-3	9-38	25-00	12-50	-	15-69	40-62	-

TABLE No. IX.

	Excellent.		Good.		Fair.		Moderate.		Imperfect.		Not professed or Failure.	
	No.	Proportion per cent.	No.	Proportion per cent.	No.	Proportion per cent.	No.	Proportion per cent.	No.	Proportion per cent.	No.	Proportion per cent.
Arithmetic - - -	—	—	1	4.76	4	19.04	15	71.43	1	4.76	—	—
English Grammar and Paraphrase - - -	1	4.76	6	28.57	5	23.81	8	38.09	1	4.76	—	—
English History - -	—	—	8	38.09	11	52.38	1	4.76	1	4.76	—	—
Geography and Popular Astronomy - - -	—	—	8	38.09	8	38.09	4	19.05	1	4.76	—	—
Geometry - - -	—	—	2	9.52	6	28.57	2	9.52	5	23.81	6	28.57
Elements of Mechanics -	—	—	—	—	6	28.57	7	33.33	6	28.57	2	9.52
Mensuration - - -	—	—	—	—	4	19.04	6	28.57	2	9.52	9	42.86
Algebra - - -	—	—	1	4.76	6	28.57	2	9.52	5	23.81	7	33.33
School Management -	1	4.76	3	14.28	8	38.09	8	38.09	1	4.76	—	—
Vocal Music - - -	—	—	—	—	3	14.28	10	47.62	1	4.76	7	33.83
Drawing from Models -	—	—	—	—	4	19.04	7	33.33	—	—	10	47.62
Latin - - -	—	—	—	—	1	4.76	5	23.81	—	—	15	71.43
Greek - - -	—	—	—	—	1	4.76	4	19.04	—	—	16	76.19
Physical Science - -	—	—	1	4.76	5	23.81	13	61.90	2	9.52	—	—
Higher Mathematics -	—	—	2	9.52	5	23.81	—	—	3	14.28	11	52.38
Welsh - - -	—	—	—	—	2	9.52	1	4.76	—	—	18	85.71
French - - -	—	—	—	—	1	4.76	4	19.04	1	4.76	15	71.43
Inspector's Report -	—	—	4	19.04	14	66.67	3	14.28	—	—	—	—

APPENDIX (C.)

*Questions set at the General Examination of the Church of
England Training Schools for Schoolmasters.*

CHRISTMAS 1851.

N.B.—All your answers are to be written on this Paper. Answers written on any other Paper will not be looked over.

You are not to answer more than one question in each Section.

Before beginning your answers you are to fill up the following Table.

<i>Your Christian Name and Surname.</i> <i>State whether you are a Pupil-teacher admitted to compete for a Queen's Scholarship, and from what School.*</i>	<i>The Name of your Training School.</i>	<i>The Month and Year in which you entered the Training School. If you have left, state the Month and Year in which you left.</i>	<i>If you are in charge of a School state the name of it, the date at which you entered on charge of it, and whether your engagement is permanent or temporary.</i>

* In order to limit as little as possible the opportunities by which peculiar talents may be exhibited, it is not perhaps desirable to prescribe which of the subjects of examination the candidates for Queen's scholarships shall be at liberty to select, further than to state strongly their *Lords' opinion that they should not attempt answers upon all the subjects.*

The following subjects must not be wholly omitted by any candidate, viz.

1. The Holy Scriptures, the Catechism, and the Liturgy of the Church of England (in schools connected with the Church of England).
2. English History.
3. Geography.
4. Arithmetic (including Vulgar Fractions and Decimals).
5. English Grammar and Composition.
6. The Notes of a Lesson, or some observations on the Practical Duties of a Teacher.

A Candidate who answers in *these subjects* really well, may obtain an Exhibition of 20*l.* for one year.

A Candidate who answers in the foregoing subjects really well, and also in one other subject really well (to be selected by himself out of those proposed to the Candidates for Certificates of Merit, but with a preference on the part of my Lords for the three first books of Euclid,) may obtain an Exhibition of 25*l.* for one year.

If a Candidate attempts a greater number of subjects, he will do so on his own responsibility. My Lords could not but be happy to find that he was able to answer in a greater number of subjects well; but the extent of the subjects attempted will not be accepted in lieu of mastery over those which are indispensable.

Candidates for Queen's scholarships in FEMALE training schools will not be required to answer questions in Vulgar Fractions or Decimals. For the higher Exhibitions they will be at liberty to select one of the subjects proposed to Female Candidates for Certificates of Merit, such as Book-keeping, Biographical Memoirs, or Domestic Economy. Their Lordships would prefer a knowledge of some good Manual upon the last-named subject, in connection with which they will be prepared to give due weight to Certificates from the Managers of the Candidate's school, attesting her practical knowledge of household duties.

*The Exhibitions awarded to females will be at the rate of two-thirds of those awarded to males, viz. 13*l.* 6*s.* 8*d.* and 15*l.* 4*s.* 4*d.* instead of 20*l.* and 25*l.*, to correspond with the different expenses of boarding in training schools, for Males and Females respectively.*

The first question in each Section has been framed more especially with reference to Candidates for Queen's Scholarships.

SCRIPTURAL KNOWLEDGE.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Section 1.

What events are recorded in Scripture to have occurred in one of the following periods?—

1. From the institution of the Passover to the arrival of the Israelites at Sinai.
2. From the death of David to that of Rehoboam.
3. During the captivity in Babylon.

Section 2.

1. Describe the daily sacrifice, and the sacrifice of the Great Day of Atonement, and show their typical character.
2. Describe the cleansing of the leper, and the sacrifice for the cleansing of a leprous house (Lev. 14), and show their typical character. Who are related in Scripture to have been smitten with leprosy as a punishment?
3. In keeping the Passover, what observances were in the time of our Lord added by the Jews to those prescribed in the Book of Exodus? How is this illustrated in the account of the Last Supper?

Section 3.

1. Relate our Lord's conversation with Nicodemus.
2. On what occasions, and in what words, did John the Baptist bear witness that Jesus was the Messiah? Whence did the Jews derive the expectation of a deliverer under that name?
3. What events occurred between our Lord's agony in the garden, and his death?

Section 4.

1. What is recorded in the Acts of the Apostles of the history of the Church at Antioch?
2. What is recorded of Apollos, and of St. Paul's second visit to Ephesus?
3. Relate what you remember of St. Paul's discourses at Lystra, at Athens, and before Agrippa.

Section 5.

1. Draw a map illustrative of the journey of the Israelites from Egypt to Canaan.
2. Draw a map of Judea illustrative of the gospel history.
3. Draw a plan of Jerusalem.

CATECHISM, LITURGY, AND CHURCH HISTORY.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Section 1.

1. "What is thy duty towards God?"

Give scriptural authority for each clause in the answer to this question in the Catechism; and explain the three last clauses as you would to a class in your school.

2. "My good child, know this, that thou art not able to do these things of thyself, nor to walk in the commandments of God, and to serve him, without

his special grace ; which thou must learn at all times to call for by diligent prayer."

Explain this passage from the Catechism, and show that it rests on the authority of God's word.

Section 2.

1. Write down the first six clauses of the General Confession, and give scriptural illustrations of them. Why is it called the *General* Confession ? Why is the confession of sin properly made the first act of public worship ?

2. Into what four principal parts is the Litany properly divisible ; what supplications belong to these four parts respectively ?

3. "In all time of our tribulation ; in all time of our wealth ; in the hour of death, and in the day of judgment,

" Good Lord deliver us."

Why need we pray for deliverance at these times ; and what scriptural ground have we for hoping that our prayers will be heard ?

Section 3.

1. What is recorded of the diffusion of Christianity in the first ages of the Church ?

2. Give some account of the persecutions of the primitive Church.

3. Give some account of the divisions or schisms of the early Church. Distinguish between a schism and a heresy.

Section 4.

1. Who were the most remarkable of the martyrs of the early Church ? Give a more particular account of one of them.

2. Give some account of the early Churches and their bishops.

3. Give some account of the Apostolic Fathers and of their writings. What proof is to be found in their writings of the authenticity of the books of the New Testament ?

Section 5.

1. Give some account of the orders of Monks and Friars.

2. What is the history of Protestantism in England before the Reformation ?

3. Give some account of the history of the Liturgy.

HISTORY.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Section 1.

1. Give the dates of the following events : — The invasion of Britain by Julius Cæsar. The withdrawal of the Roman troops. The establishment of the Heptarchy. The accession of Alfred. The Norman Conquest. The accessions of Edward VI., of Queen Anne, and of George III.

2. State what sovereign was reigning in England at the commencement of each century from the eleventh to the nineteenth.

Section 2.

1. Give some account of Britain under the Romans.

2. What were the dominions of Canute ? Who divided the sovereignty of England for a time with him ? Who was Edgar Atheling ? Under what circumstances did the claims of Harold and William of Normandy to the Throne

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of England respectively arise? In whom, and through what line of descent, were the Norman and Saxon races of Kings united?

3. What institutions of the ancient Germans, brought to England by the Saxons, remain? What was the witenagemot of the Saxons? State some particulars in which it differed from our present parliament. In whose reign, for what reason, and by whose influence were knights of the shire and burgesses first sent to parliament?

Section 3.

1. Give some account of the reign of Edward I.
2. Give some account of Lord Strafford. What principal battles were fought in the reign of Charles I., and under what circumstances?
3. What wars was England engaged in during the reign of George III., and under what circumstances? Give some account of the peninsular campaign.

Section 4.

1. Under what circumstances was Canada acquired by the English?
2. What is the history of the settlement and progress of the British colonies in Australia?
3. Give some account of the lives of Lord Clive and Warren Hastings.

Section 5.

Give some account of one of the following eminent persons of antiquity:—

1. Miltiades.
2. Hannibal.
3. Cicero.

ENGLISH GRAMMAR AND THE HISTORY OF ENGLISH LITERATURE.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Section 1.

1. What rules are to be observed in the formation of the plurals of nouns? Give examples of the application of these rules.
2. What different kinds of pronouns are there? Give examples of them.
3. Into how many moods are verbs divided? What differences of signification do they respectively imply? Define particularly the infinitive mood, the subjunctive mood, and the participle; and give examples of them.

Section 2.

1. State fully when the article *an* is to be used, and when *a*; and give examples.
2. What is the general rule for the government of a verb in the infinitive mood? Give examples of it. What modification does this rule admit of in the case in which the infinitive is governed by an auxiliary verb?
3. What is apposition? What is the rule for substantives in apposition? Give examples of it. What is the rule for substantives related to one another by a passive or neuter verb? Give examples of this relation. Parse the sentence, "If you please."

Section 3.

Paraphrase one of the following passages, and parse the words printed in italics:—

1. 'Tis greatly wise to talk with our past hours,
And ask them what report they bore to Heaven;
And, how they might have borne more welcome news.
Their answers form what men experience call;
If wisdom's friend, her best; if not, worst foe.

Young.

2. This sacred right* the lisping babe proclaims
To be inherent in him, by Heaven's will,
For the protection of his innocence;
And the rude boy—who, having overpast
The sinless age, by conscience is enrolled,
Yet mutinously knits his angry brow,
And lifts his wilful hand on mischief bent,
Or turns the godlike faculty of speech
To impious use—by process indirect
Declares his due, while he makes known his need.

Wordsworth. — Excursion.

*i.e. Education.

3. "They, who to states and governors of the commonwealth direct their speech, high court of parliament! or, wanting such access, in a private condition write that which they foresee may advance the public good. I suppose them, as at the beginning of no mean endeavour, not a little altered and moved inwardly in their minds; some with doubt of what will be the success, others with fear of what will be the censure; some with hope, others with confidence of what they have to speak. And me, perhaps, each of these dispositions, as the subject was wherewith I entered, may at other times have affected; and, likely, might in these foremost expressions now also disclose which of them swayed most, but that the very attempt of this address thus made, and the thought of whom it hath recourse to, hath got the power within me to a passion, far more welcome than incidental to a preface."

Milton — Areopagitica.

Section 4.

1. What other languages have united with the Anglo-Saxon to form the English language; and under what circumstances? — Give examples of words derived from these languages respectively.
2. Who were the troubadours? To what country did they belong, and to what age? Give some account of Geoffrey Chaucer. What great foreign writers belong to the same age? For what, in the history of literature, was that age remarkable?
3. Give some account of the great writers of the commonwealth, and of the reigns of Charles II. and James II.

GEOGRAPHY AND POPULAR ASTRONOMY.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Whenever the student can illustrate his answer by drawing a chart, he is requested to do so.

Section 1.

Enumerate the headlands, rivers, and seaport towns in one of the following voyages; or draw a chart showing them: —

1. From Newcastle to London.
2. From London to Plymouth.

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Section 2.

1. What rivers have their sources near the following mountains?—(1) the Lowthers, (2) Crossfell, (3) the Whernaides and Ingleboro', (4) Plynlimmon.
2. Describe the courses of the Severn and of its affluents.
3. Give some account of the geological map of England.

Section 3.

1. What 5 kingdoms form part of the German Confederation? Describe geographically their positions.
2. Give some account of the mountain and river systems of Germany.
3. Give some account of the geography of Northern Italy, illustrating it by a map.

Section 4.

1. Mention the names and heights of some of the highest mountains in the world, and of some of the highest table lands.
2. What changes appear in vegetation as we ascend a high mountain in the tropics? What difference would it make in our climate if England were a table land as high as that on which the city of Quito is built? and what difference would it make to the people of Quito if they were no higher above the level of the sea than we are—and why?
3. Whilst the Thames is rarely frozen over, the Rhine and the Danube—far to the south of it—are frozen over every year, and often from November to March; and the mean winter temperature of Moscow is less than half that of Edinburgh, although these places are nearly on the same parallel of latitude. Account for these and other similar facts.

Section 5.

1. Why does more rain fall on the western than the eastern coast of England, and why particularly among the *mountains* of the west coast?
2. Describe some of the most remarkable currents of the ocean, and account for them. Have the hurricanes which prevail within the tropics been observed to follow any law—and what?
3. What would be the prevalent currents of the atmosphere and ocean if the earth were at rest? What change would be produced in them by the diurnal motion, if there were no annual motion? What effects result from the annual, in addition to the diurnal motion?

Section 6.

1. Give one reason, and that the simplest—1st, for believing the earth not to have an infinitely extended surface; 2dly, for believing it to be a sphere.
2. Explain the seasons; and the phases of the moon.
3. Can you assign any reasons for believing the earth to revolve on its axis, and for believing it to have an annual revolution about the sun?

ARITHMETIC.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Section 1.

Work one of the following sums so that the reason of each step in the working may be apparent.

1. Multiply 4507 by 3006.
2. If 9 things cost 13*l.*, what will 48 cost at the same rate?

F F 3

N.B.—This sum is to be so worked as to be intelligible to children who have no knowledge of fractions.

3. What is the value of $\frac{1}{3}$ of $\frac{1}{2}$ of $\frac{1}{3}$ of 6; and what decimal is 3s. 6d. of 8s. 9d?

Section 2.

How many pieces of cloth 9yds. 2qrs. 3nls. long, can be cut out of a piece 52yds. 1qr. 1nl. in length?

2. Find by the rule of practice the value of 227qrs. 3bus. 2pks. of wheat at 36s. 8d. per qr.

3. How many ounces of silver at 5s. 6d. an ounce are equivalent to 6ozs. 12dwts. of gold at 3l. 17s. 10d. an ounce?

Section 3.

1. The sun's diameter is 111·454 times the equatorial diameter of the earth, which is 7925·648 miles. Required the sun's diameter in miles.

2. Extract the square root of .7 to five places of decimals.

3. Extract the cube root of 517 to four places of decimals.

Section 4.

1. A shopkeeper who sells sugar which costs him 2,000l. in a year at a profit of 10 per cent., and tea which costs him 1,000l. at a profit of 20 per cent., finds at the beginning of the next year that he must reduce the profit on his tea 5 per cent. By how much per cent. must he raise the price of his sugar to cover the loss; supposing him to sell tea and sugar of the same cost in that year?

2. There is a division of the labour of a certain manufacture between two sets of men, neither of which can do the other's work. The one set consists of 3 men and the other of 5, and when they work in this proportion both sets are just fully employed. One man of the first set stays away for a week; by what fraction are the earnings of each man thus diminished, supposing them to work by the piece, and to divide their earnings equally?

3. A manufacturer having a capital of 5,000l., on which he can realise by hand labour 10 per cent. profit, buys a machine for 1,000l., by which his profit on the remainder of his capital is raised to 20 per cent. This machine lasts 5 years. How much is he by that time the gainer, supposing him to draw 300l. a year for the support of his family?

Section 5.

Prove one of the following rules of mental arithmetic in such a way as to make it intelligible to a class of children.

1. To find the value of 144 things in shillings, multiply the price in farthings by 3.

2. To find the interest of any sum of money for any number of months at any rate per cent., count one penny for each 10l. in the principal, then multiply the number of months and by double the rate per cent.

3. To find the interest at 5 per cent. for any number of days; multiply the principal by $\frac{1}{2}$ the number of days; cut off the right hand figure of the product, and consider the other figures as pence, deducting 1d. for each 6s. in the result.

BOOK-KEEPING.

What are the books commonly used in the keeping of a tradesman's accounts, and for what purposes?

Give examples of the entries in these books severally.

MUSIC.

Section 1.

Write out the substance of a lesson on "*sharps and flats.*"

Section 2.

1. Explain the terms "*1^{ma} volta*," "*2^{da} volta*," "*da capo al segno*," "*bis*," "*8^{va}*."
2. Write down the principal words used to express the pace at which music is to be performed, and any derivatives from these words which are in common use.
3. What is meant by "*inversion*?" what law is to be observed in all inversions?

Section 3.

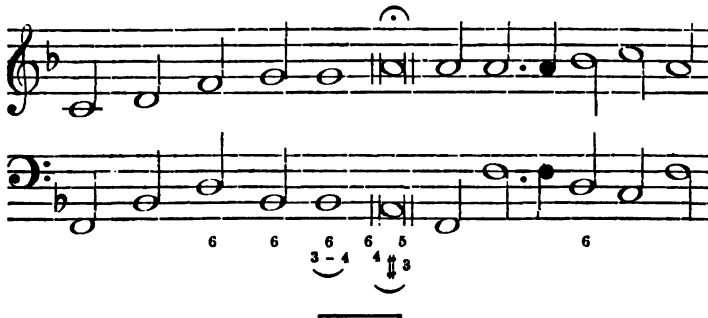
1. Explain, as you would to a class of children, the terms "*melody*," "*harmony*," "*root*," "*fundamental base*."
2. What note in a scale is called "*the leading note*;" and why? Can the leading note have a common chord?
3. Can all the sounds of the common chord move at the discretion of the performer? If you know any rule which regulates one or more of them, state it.

Section 4.

1. If you had a class about to commence the study of harmony, to what points would you direct attention, in the first instance?
2. Make common cadences, with the chords in different positions, in the key of C major, some with, and some without, inserting the ♯ upon the dominant.
3. How is the chord of the diminished seventh produced? Give an example.

Section 5.

Put chords to the following exercise:—



SCHOOL MANAGEMENT.

(THREE HOURS ALLOWED FOR THIS PAPER.)

Section 1.

1. How would you organise a school of 100 children, from 7 to 13 years of age, supposing that you had two pupil-teachers in their second and fourth

years respectively? Draw a plan of the school-room you would prefer, showing the arrangement of the classes, and of the forms and desks. What subjects would you yourself teach, and what would you assign to your pupil-teachers?

2. What different methods have been devised for organising elementary schools? Illustrate your descriptions of these by diagrams, state which of them you yourself prefer, and the reasons for that preference.

3. What objects should specially be kept in view in the organisation of a school? What are the advantages resulting from a good organisation, and what are those elements of a good school which no organisation, however good, will secure?

Section 2.

1. Show the divisions of the page of a register, by which the date of the transfer of each boy in a school from class to class may be recorded and easily referred to. What would be the advantages of using such a register? What other means could you devise for recording the progress which each child is making?

2. What expedients should be adopted to secure a regular attendance of the children in a school? What are those qualities of the master which are most likely to promote this regular attendance?

3. Describe some of the characteristic defects of teaching in elementary schools.

Section 3.

1. What are the characteristic dangers of the schoolmaster's profession; 1st, with reference to himself; 2nd, with reference to his scholars?

2. In what respects may the selfishness of a teacher be prejudicial to the interests of his scholars and to his own? What facilities are afforded him for the indulgence of it?

3. What ground is there for having faith in education; first, from Scripture; secondly, from reason? Considering the education of children to be going on partly at home and partly at school, state in what respects each of these two kinds of education has resources peculiar to itself, and advantages over the other. What reasonable ground is there for confidence in a good school education, even if it be counteracted by the education of the home?

ALGEBRA.

(FOUR HOURS ALLOWED FOR THIS PAPER, WITH THAT ON HIGHER MATHEMATICS.)

Section 1.

1. Add together

$$\frac{p}{ab}, \frac{q}{ac} \text{ and } \frac{r}{bc}.$$

2. Reduce to its simplest form

$$\frac{7x-10}{5} - \frac{3x-7}{6} - \frac{27x-80}{80}.$$

3. Reduce to its simplest form

$$\frac{a^2-(b-c)^2}{(a+c)^2-b^2} + \frac{b^2-(c-a)^2}{(a+b)^2-c^2} + \frac{c^2-(a-b)^2}{(b+c)^2-a^2}.$$

Section 2.

Solve the equations, —

$$1. \frac{2x+7}{7} - \frac{9x-8}{11} = \frac{x-11}{2}$$

$$2. \frac{a}{b+x} + \frac{a}{b+x} = c$$

$$3. \sqrt{\frac{x}{4}+3} - \sqrt{\frac{x}{4}-3} = \sqrt{\frac{2x}{3}}$$

Section 3.

Solve one of the equations, —

$$1. \left. \begin{aligned} \frac{x+11}{10} + \frac{y-4}{6} &= x-7 \\ \frac{x+5}{7} - \frac{y-7}{3} &= 3y-x \end{aligned} \right\}$$

$$2. \left. \begin{aligned} a(x^2+y^2) - b(x^2-y^2) &= 2a \\ (a^2-b^2)(x^2-y^2) &= 4ab \end{aligned} \right\}$$

$$3. \left. \begin{aligned} (x^2-xy+y^2)(x^2+y^2) &= 91 \\ (x^2-xy+y^2)(x^2+xy+y^2) &= 133 \end{aligned} \right\}$$

Section 4.

1. A. and B. jointly have a fortune of 9,800*l*. A. invests the sixth part of his property in business, and B. the fifth part, and each has the same sum remaining. How much had each?

At what rate per cent. would the present value of a debt of 450*l*. payable in 5 years be the same as that of 400*l*. payable in 3 years.

N.B. — Work this problem, if you can, supposing compound interest: if not, supposing simple interest.

3. Three labourers are employed on a certain work. A. and B. would, together, complete this work in *a* days; A. and C. would require *b* days to complete it in, and B. and C., *c* days. In what time would each of them finish it alone; and how long will they take when all working together?

Section 5.

1. I buy a piece of cloth for 3*l*. If there had been 3 yards less in it it would have cost a shilling more per yard. How many yards did it measure?

2. What two numbers are those whose difference multiplied by the difference of their squares is 160, and their sum, multiplied by the sum of their squares, 580?

3. The joint capital of two partners is 2,000*l*. One of them withdrew at the end of 12 months, and received for capital and profit 1,040*l*. The capital and profit of the other amounted at the end of 17 months to 1,710*l*. Supposing the same interest to have been made during the whole of this time on the capital invested, and allowing simple interest, how much did each invest?

EUCLID.

(FOUR HOURS ALLOWED FOR THIS PAPER.)

Section 1.

1. If from the ends of the sides of a triangle there be drawn a straight line to a point within the triangle, these shall be less than the other two sides of the triangle, but shall contain a greater angle.

2. In any right angled triangle, the square which is described on the side subtending the right angle is equal to the sum of the squares described upon the sides which contain the right angle.

3. If a straight line be divided into any two parts, the squares of the whole line, and of one of the parts, are equal to twice the rectangle contained by the whole and that part, together with the square of the other part.

Section 2.

1. If in a circle two straight lines cut one another, which do not both pass through the centre, they do not bisect each other.

2. The diameter is the greatest straight line in a circle; and of all the others, that which is nearer to the centre is always greater than the one more remote; and the greater is always nearer to the centre than the less.

3. To inscribe a circle in a given square.

Section 3.

1. In a right angled triangle, if a perpendicular be drawn from the right angle to the base, the triangles on each side of it are similar to the whole triangle and to one another.

2. Equal triangles which have one angle of the one equal to one angle of the other, have their sides about their equal angles reciprocally proportional.

3. Equiangular parallelograms have to one another the ratio which is compounded of the ratios of their sides.

Section 4.

1. Upon a given base to describe an isosceles triangle equal to a given rectangle.

2. To find a point within a triangle, so that lines drawn to the angles shall divide the triangle into three equal parts.

3. Show that the lines which bisect the angles of a parallelogram form a rectangle.

4. The perpendiculars let fall from the three angles of any triangle on the opposite sides intersect each other in the same point.

MENSURATION.

Section 1.

1. Prove the rule for determining the area of a triangle, having given the base and the perpendicular upon it from the opposite angle.

2. Prove the rule for finding the area of a triangle, having given the sides.

3. Prove the formula for determining the volume of earth taken from an excavation, known as the Prismoidal Formula.

Section 1.

1. What is the area of a room 16 ft. 7 in. long, and 13 ft. 5 in. wide? Prove each step in the operation, and interpret each in the result.

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2. There is a goblet of gold the price of which is 100*l*. What would be the price of a similar goblet which would contain twice as much? The thickness of the gold in the two goblets is to be the same.

3. A circular ring is to be constructed with a given quantity of iron so as to have a given surface; the section of the iron of the ring is to be square; determine its dimensions.

HIGHER MATHEMATICS.

Section 1.

1. Find the 7th term of the series

$$-\frac{1}{2}, -\frac{1}{3}, -\frac{1}{4} \text{ \&c.}$$

2. What is that arithmetical series having 29 terms, whose first term is 3, and the last 17?

3. Given the first term, the last term, and the sum in a geometrical progression; it is required to find an expression for the number of terms.

Section 2.

1. In how many different ways can the letters *a, b, c, d, e, f, g*, be written after one another? How many of these begin with *f g*?

2. A farmer proposes to lay out 88*l*. 10*s*. in purchasing two kinds of sheep, the average price of one kind being 2*l*. and of the other 3*l*. per head. In how many different ways can he make up his flock of these two kinds of sheep, so as just to lay out that money?

3. Expand $\frac{1+x}{(1-x)^2}$ into a series ascending by powers of *x*, by the method of indeterminate coefficients.

Section 3.

1. What will a capital of £*a*, invested at *r* per cent. compound interest, amount to in *n* years, supposing £*b* to be taken from it annually?

2. A usurer lent 600*l*. on good security, on condition of being paid back 800*l*. at the expiration of 3 years. What interest did he take per cent., allowing compound interest?

3. Prove the binomial theorem in the case in which the index is a positive integer; and apply it to determine the middle term of the expansion of $(a^{\frac{1}{2}} + b^{\frac{1}{2}})^8$.

Section 4.

1. Define the logarithm of a number, and show that the logarithm of the quotient of two numbers is equal to the difference of their logarithms.

2. Show that

$$\cos(A - B) = \cos A \cos B + \sin A \sin B.$$

3. Show that if *a, b, c* be the sides of a plane triangle, and *S* half their sum, and if *A* be the angle opposite to *a*, then $\tan \frac{1}{2} A = \frac{(S-b)(S-c)}{S(S-a)}.$

Section 5.

1. Explain fully what is meant by the differential coefficient of a function, and show how to differentiate the quotient of two functions.

2. Prove Taylor's theorem.

3. Investigate expressions for the area of a parabola, and for the solid content of a spheroid.

PHYSICS.

(THREE HOURS ALLOWED FOR THE PAPER ON THESE TWO SUBJECTS.)

Section 1.

1. What is the law of the reflexion of light? Account for the image of an object placed at any distance before a plane mirror appearing at the same distance behind it.
2. Account for the separation of a beam of light into its different coloured rays by passing through a prism.
3. Show where an object must be placed before a concave mirror that the image may be greater than the object. Investigate a relation between the distance of the object, and that of the image from the centre of the sphere of whose surface the mirror forms part.

Section 2.

1. A magnetic bar when suspended from its centre of gravity does not hang horizontally: account for this.
2. What is meant by induced magnetism? Is such induced magnetism ever produced in the iron of a ship, and by what cause? Has any expedient been adopted to neutralise its effect on the compass, and what?
3. Explain the principle of the electric telegraph.

Section 3.

1. Write down all you know about oxygen. What has it to do with respiration and the combustion of fuel?
2. How may chlorine be obtained, and what are its properties?
3. Give some account of the compounds of carbon.

Section 4.

1. What motion takes place in water when heat is applied to the bottom of the vessel which contains it? How is this applied in the hot-water apparatus for heating apartments?
2. Why does ice float on the surface of the water in which it is formed? What advantages result from this property of ice? Why is it that leaden pipes are burst when the water in them is frozen, and that rocks are disintegrated by the action of frost?
3. What is meant by the law of combining proportions in chemistry or chemical equivalents? Give examples of it, and of the chemical nomenclature formed in accordance with it.

INDUSTRIAL MECHANICS.

Section 1.

1. On what point will a bar balance which is 6 feet long, and which carries at one extremity a weight of 12 lbs. and at the other of 29 lbs., supposing the bar to be without weight? If the bar itself weighs 20 lbs. and is of uniform thickness, what difference will this make in the position of the fulcrum?
2. Investigate a rule for determining the work necessary to raise a body up an inclined plane of small inclination, taking into account friction.
3. Explain what is meant by the specific gravity of a body. Show how the specific gravity of a solid may be found; and describe and explain the hydrometer.

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Section 2.

1. What is the working horse power of an engine which raises 2,000 cubic feet an hour from a depth of 80 fathoms?

2. The velocity of a torrent is 30 feet per second, and its section is two square feet; find the horse power of an undershot wheel which should apply all the power of this torrent.

3. How many cubic feet of water must an engine be capable of evaporating per minute, that it may work at 400 horse power, the mean pressure of the steam in the cylinder being 45 lbs. per square inch, and the vacuum resistance being neglected?

N.B. — The volume to which a cubic foot of water expands itself when converted into steam at 45 lbs. per sq. in. pressure is 610 cubic ft.

Section 3.

1. Describe and explain the water ram.

2. Describe and explain the construction of the D valve and of the condenser in the condensing steam engine.

3. Describe and explain the construction of a common clock.

LANGUAGES.

(FOUR HOURS ALLOWED FOR THIS PAPER, WITH THAT ON MUSIC.)

1. Translate, *literally*, one of the following passages:—

(1) Ἐλεγε δὲ πρὸς πάντας, “Ἐἴ τις θέλει ὀπίσω μου ἐλθεῖν, ἀπαρνησάσθω ἑαυτὸν καὶ ἁρτάω τὸν σταυρὸν αὐτοῦ καθ’ ἡμέραν, καὶ ἀκολουθεῖτω μοι. ὃς γὰρ ἂν θέλῃ τὴν ψυχὴν αὐτοῦ σῶσαι, ἀπολέσει αὐτήν· ὃς δ’ ἂν ἀπολέσῃ τὴν ψυχὴν αὐτοῦ ἕνεκεν ἐμοῦ, ὁὗτος σώσει αὐτήν. τί γὰρ ὠφελεῖται ἄνθρωπος, κερδήσας τὸν κόσμον ὅλον, ἑαυτὸν δὲ ἀπολέσας ἢ ζημιωθείς; ὃς γὰρ ἂν πτωσυχυθῇ με καὶ τοὺς ἐμοὺς λόγους, τοῦτον ὁ υἱὸς τοῦ ἀνθρώπου πτωσυχυθήσεται, ὅταν ἔλθῃ ἐν τῇ δόξῃ αὐτοῦ καὶ τοῦ πατρὸς καὶ τῶν ἁγγέλων.

Parse ἐλθεῖν—ἁρτάω—ἀπολέσει—ἀπολέσῃ—ζημιωθείς.

(2) Ἦν δέ τις ἐν τῇ στρατιᾷ Ξενοφῶν, Ἀθηναῖος, ὃς οὔτε στρατηγὸς οὔτε λοχαγὸς οὔτε στρατιώτης ὢν συνηκολούθει, ἀλλὰ Πρόξενος αὐτὸν μετεπέμψατο οἰκοθεν, ξένος ὢν ἀρχαῖος ἐπισχρεῖτο δὲ αὐτῷ, εἰ ἔλθοι, φίλον αὐτὸν Κύρῳ ποιήσειν, ὃν αὐτὸς ἔφη κρείττω αὐτῷ νομίζειν τῆς πατρίδος. Ὁ μὲντοι Ξενοφῶν ἀναγνοὺς τὴν ἐπιστολὴν ἀνακουνοῦται Ζωκράτει, τῷ Ἀθηναίῳ, περὶ τῆς πορείας. καὶ ὁ Ζωκράτης, ὑποπτεύσας μὴ τι πρὸς τῆς πόλεως ὑπαίτιον εἶη Κύρῳ φίλον γενέσθαι, ὅτι ἰδοὺς ὁ Κύρος προθύμως τοῖς Λακεδαιμονίοις ἐπὶ τὰς Ἀθήνας συμπολεμῆσαι, συμβουλεύει τῷ Ξενοφῶντι ἐλθόντα εἰς Δελφοὺς ἀνακουνοῦσαι τῷ θεῷ περὶ τῆς πορείας.

1. Parse ἀναγνοὺς—λοχαγὸς—ἐπισχρεῖτο—κρείττω—ἀνακουνοῦσαι.

2. Give some of the meanings of μετὰ—ὕπδ—and ἀνὰ, in composition.

2. Translate *one* of these passages into literal English prose:—

(1) Labienus, quum et loci natura et manu munitissimis castris sese teneret, de suo ac legionis periculo nihil timebat; ne quam occasionem rei bene gerendæ dimitteret, cogitabat. Itaque a Cingetorige atque eius propinquis oratione Indutiomari cognita, quam in concilio habuerat, nuncios mittit ad finitimas civitates equitesque undique evocat: iis certum diem conveniendi dicit. Interim prope quotidie cum omni equitatu Indutiomarus sub castris eius vagabatur, alias ut situm castrorum cognosceret, alias colloquendi aut territandi causa: equites plerumque omnes tela intra vallum coniciebant. Labienus suos intra munitiones continebat; timorisque opinionem, quibuscumque poterat rebus, augebat.

Parse teneret—gerendæ—castris—conveniendi—alias.

- (2) Provehimur pelago vicina Ceraunia iuxta,
unde iter Italiam cursusque brevissimus undis.
Sol ruit interea, et montes umbrantur opaci;
sternimur optatæ gremio telluris ad undam,
sortiti remos, passimque in litore sieco
corpora curamus; fessos sopor irrigat artus.
Necdum orbem medium Nox horis acta subibat
haud segnis strato surgit Palinurus, et omnes
explorat ventos, atque auribus aëra captat;
sidera cuncta notat tacito labentia cælo,
Arcturum, pluviasque Hyadas, geminosque Triones,
armatumque auro circumspicit Oriona.
Postquam cuncta videt cælo constare sereno,
dat clarum e puppi signum; nos castra movemus,
tentamusque viam, et velorum pandimus alas.

3. Translate the following into English :—

Il y a quelquefois dans la destinée un jeu bizarre et cruel; on dirait que c'est une puissance qui veut inspirer la crainte, et repousse la familiarité confiante; souvent, quand on se livre le plus à l'espérance, et surtout lorsqu'on a l'air de plaisanter avec le sort et de compter sur le bonheur, il se passe quelque chose de redoutable dans le tissu de notre histoire, et les fatales sœurs viennent y mêler leur fil noir, et brouiller l'œuvre de nos mains.

Parse the words printed in *italics*.

WELSH.

1. Translate into English one of the following passages; viz.:—

“A wyddost ti yr amser i eifft gwylltion y creigiau lydnau? a fedri di wylled yr amser y bwrw yr ewigod loi? A gyfrifi di y misoedd a gyflawnant hwy? ac a wyddost ti yr amser y llydnant? Ymgrymmant, bwriant eu llydnod, ac ymadawant â'u gofid. Eu llydnod a gryfhâ, cynnyddant yn y maes; ânt allan, ac ni ddychwelant attynt hwy. Pwy a ollyngodd yr asyn gwyllt yn rhydd? neu pwy a ddattododd rwymau yr asyn gwyllt? Yr hwn y gosodais yr anialwch yn dy iddo, a'r diffaethwch yn drigfa iddo. Efe a chwardd am ben lliaws tref; ni wrendy ar lais y geilwad.”

“Can nad oedd gan y prydydd cyntaf un cynllun, gweledig na chlywedig, o'i flaen i'w ddysgu i gyfansoddi cerdd, pa beth, pa allu, a weithiai ar ei ymbwyll i anturio y gorchwyl? Ei ddawn gynhenid, y ddawn oedd gyfansawdd â'i anian, ac a anwyd gydag ef. Yr oedd efe yn gyfarwydd yn ei famiaith, yn ymhoi ynddi, ac yn ei gweled yn rhagori ar bob iaith arall. Llawnedd a gorfoledd yspryd a barai iddo dorri allan i draethu teimladu ei fynwes mewn iaith mwy derchafedig nag a arferid mewn ymadroddion cyffredin. Y gerdd henaf ar gof a chadw ydyw Cân Ddiolchgarwch Moses a phlant Israel ar draethell môr Edom, pan ddymcheliwyd eu herlidwyr, Pharoah a'i fyddin, ai feirch, a'i gerbydau, yn rhyferthwy y dyfroedd chwyddedig.”

2. Point out, and explain carefully the laws of all the literal mutations that occur in whichever of the above passages you may have translated.

3. Translate into Welsh one of the following passages; viz.:—

“Many young men, at the present day, seem possessed with the idea that they ought to be constantly endeavouring to *better* their position in life, and to be always aiming at the acquisition of something more valuable than what they actually hold. No matter how good their situation may be in other respects, they, will quit the kindest employers, and go to strangers, for the

difference of two or three pounds in their salaries. This is pure folly; just as if comfort could always be bought for money, or friendship and regard be bestowed in proportion to the number of pence."

"One of the principal duties of every good citizen is to support the established laws and institutions of his country, in opposition to the constant changes which selfish men, under a pretence of patriotism, are ever trying to force upon the public. Patriotism may sometimes be one of the most solid, but is generally one of the most empty, of public virtues. If the mask that covers the face of the loudest declaimer for what he calls his country's good could be suddenly removed, there would often be found beneath it only a bag of bones puffed up with froth and wind."

4. Give some account of the syntax of the noun in Welsh grammar, and show how the absence of *cases* is supplied.

5. How are the genders of Welsh adjectives formed? Give examples.

6. What are the distinctive uses of *a* and *y* when placed before verbs?—how do they affect the verbs?

APPENDIX (D.)

TABLE No. I.

TABLE* of the number of PRIVATE SCHOOLS, the Attendance of Children therein, and the Weekly Income of Teachers of Common Schools from School Pence, in the Boroughs of Manchester and Salford, in 1852.

Districts.	Number of Schools.					Total.	Weekly Income of Teachers of Common Schools. (B.)										Number of Children reported as attending.				Total.			
	Higher Class.	Middle Class.	Common Day Schools, First Class.	Common Day Schools, Second Class.	Dames' Schools.		A. Superior Schools.	B. Common Schools.	Under 5s.		5s. to 10s.		10s. to 20s.		20s. to 40s.		40s. and upwards.	Superior Schools. (A.)	Common Schools. (B.)			Superior Schools. (A.)	Common Schools. (B.)	Total.
									M.	F.	M.	F.	M.	F.	M.	F.			Boys.	Girls.	Mixed.			
Manchester	80	96	9	32	85	106	126	5	23	9	41	10	21	11	3	0	2115	2037	322	46	4064	4192	4834	
Salford	18	15	6	6	32	34	34	1	3	1	10	2	10	4	2	0	651	474	194	77	1016	1125	1217	
Total	98	41	15	38	107	129	160	6	25	10	51	12	31	15	5	0	2766	2511	546	125	5080	5277	5851	

* See Mr. Elchsen's Evidence before a Committee of the House of Commons, on Education in Manchester and Salford.—*Parliamentary Paper*, No. 459. June 21. 1852, p. 60.

The rates and pecuniary conditions of the augmentation grants are set forth in the following Table.

TABLE No. II.

MASTERS.					MISTRESSES.				
Conditions to be fulfilled by the School Managers.					Conditions to be fulfilled by the School Managers.				
Where the Master has a House, or suitable Lodgings, rent free.		Rates of Augmentation by the Committee of Council.			Where the Mistress or her husband (being the School-master) has a House, or suitable Lodgings, rent free.		Rates of Augmentation by the Committee of Council.		
Minimum Salary to be paid by the Managers from voluntary Contributions & School-pence, independent of the sum granted in augmentation by the Committee of Council on Education.	Minimum Salary to be paid by the Managers from voluntary Contributions & School-pence, independent of the sum granted in augmentation by the Committee of Council on Education.	Minimum proportion of Salary to be raised by voluntary Contributions.	Augmentation by the Committee of Council on Education.	Certificates of Merit by the Committee of Council on Education.	Minimum Salary to be paid by the Managers from voluntary Contributions & School-pence, independent of the sum granted in augmentation by the Committee of Council on Education.	Minimum proportion of Salary to be raised by voluntary Contributions.	Augmentation by the Committee of Council on Education.	Certificates of Merit by the Committee of Council on Education.	Where the Mistress or her husband (being the School-master) has not a House, or suitable Lodgings, rent free.
£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
60 0 0	30 0 0	40 0 0	30 0 0	Upper Class— 1st Division	40 0 0	30 0 0	46 0 0	26 0 0	
55 0 0	27 10 0	37 10 0	27 10 0	2nd Division	36 0 0	18 0 0	42 0 0	24 0 0	
50 0 0	25 0 0	35 0 0	25 0 0	3rd Division	32 0 0	16 0 0	38 0 0	22 0 0	
				Middle Class—					
46 0 0	22 0 0	33 0 0	23 0 0	1st Division	30 0 0	15 0 0	36 0 0	21 0 0	
43 0 0	21 10 0	31 10 0	21 10 0	2nd Division	28 0 0	14 0 0	34 0 0	20 0 0	
40 0 0	20 0 0	30 0 0	20 0 0	3rd Division	26 0 0	13 0 0	32 0 0	19 0 0	
				Lower Class—					
36 0 0	18 0 0	28 0 0	18 0 0	1st Division	24 0 0	12 0 0	30 0 0	18 0 0	
33 0 0	16 10 0	26 10 0	16 10 0	2nd Division	22 0 0	11 0 0	28 0 0	17 0 0	
30 0 0	15 0 0	25 0 0	15 0 0	3rd Division	20 0 0	10 0 0	26 0 0	16 0 0	

TABLE No. III.

NUMBER OF CHILDREN IN AVERAGE ATTENDANCE AT DIFFERENT CLASSES OF DAY SCHOOLS, AS RETURNED BY THE MANAGERS OR TEACHERS IN 1834-5 AND 1852, COMPARED.

CLASS OF SCHOOLS.	MANCHESTER.		SALFORD.		TOTAL.	
	1834 & 5.	1852.	1834 & 5.	1852.	Manchester and Salford.	
					1834 & 5.	1852.
Superior Private Schools - -	2934	3772	882	1125	3816	4897
Grammar School - - -	200	380	200	380
Common Private Schools and Dame Schools - - }	11,512	4334	3357	1217	14,869	5551
National, British, and Denomi- national Schools - - }	3818	15,270	1566	4246	5384	19,516
Total - - - -	18,464	23,756	5805	6588	24,269	30,344

TABLE No. IV.

TOTAL Day School Accommodation and Attendance in connection with the several Religious Denominations in 1835 and 1852 compared.

Religious Denominations.	Accommodation.		Attendance.		Increase, 1852.		Decrease, 1852.	
	1835.	1852.	1835.	1852.	Accommodation.	Attendance.	Accommodation.	Attendance.
Church	2918	1481	996	6875	11463	3879	—	—
British	1918	2238	1041	1587	1190	656	—	—
Roman Catholic	415	4480	415	3461	4345	3048	—	—
Wesleyan	90	2519	56	955	2129	899	—	—
Methodist (various)	1646	—	494	494	1646	404	—	—
Independent or Bapt	373	3034	—	943	2164	450	—	—
Unitarian	716	978	43	686	257	868	—	—
Other Denominations, including Schools, Mechanics' Institution, Odd Fellows, &c.	1460	2890	774	1869	1879	1125	—	—
Total	7667	20690	2818	12770	24908	11432	—	—

SALFORD.								
Religious Denominations.	Accommodation.		Attendance.		Increase, 1852.		Decrease, 1852.	
	1835.	1852.	1835.	1852.	Accommodation.	Attendance.	Accommodation.	Attendance.
Church	1047	4844	766	2090	2897	1324	—	—
British	—	419	—	140	489	140	—	—
Roman Catholic	—	500	—	400	500	400	—	—
Wesleyan	—	203	—	200	203	200	—	—
Methodist (various)	—	437	—	76	437	76	—	—
Independent or Bapt	283	1256	215	363	1063	147	—	—
Unitarian	—	785	140	505	203	245	—	—
Other Denominations.	183	—	—	—	—	—	—	—
Total	1922	8194	1281	3773	6962	2632	—	140

PENDLEBURY.								
Religious Denominations.	Accommodation.		Attendance.		Increase, 1852.		Decrease, 1852.	
	1835.	1852.	1835.	1852.	Accommodation.	Attendance.	Accommodation.	Attendance.
Church	—	208	—	248	203	248	—	—
Unitarians	—	271	—	275	—	40	—	—
Total	271	474	186	478	203	286	—	—

MANCHESTER, SALFORD, AND THE TOWNSHIPS.								
Total	9880	41246	5384	19516	31268	14272	—	140

TABLE No. V.

TOTAL Sunday School Accommodation and Attendance in connection with the several Religious Denominations in 1835 and 1852 compared.

Religious Denominations.	Accommodation.		Attendance.		Increase, 1852.		Decrease, 1852.	
	1835.	1852.	1835.	1852.	Accommodation.	Attendance.	Accommodation.	Attendance.
Church	12945	18515	7314	14126	5670	6222	—	—
Roman Catholic	4380	6311	8076	4690	1831	1614	—	—
Wesleyan	7050	7178	6497	5606	128	—	—	891
Methodist (various)	1923	2454	1276	2388	1571	1013	—	—
Independent	4296	3777	3384	6128	3081	2764	—	—
Baptist	1276	3283	1064	1840	977	478	—	—
Unitarian	320	1286	182	743	1076	366	—	—
Other Denominations	2007	6642	632	3563	4635	2931	—	—
Total	34107	62916	24104	36699	18609	16486	—	891

SALFORD.								
Religious Denominations.	Accommodation.		Attendance.		Increase, 1852.		Decrease, 1852.	
	1835.	1852.	1835.	1852.	Accommodation.	Attendance.	Accommodation.	Attendance.
Church	2768	6339	1716	4447	3766	2672	—	—
Roman Catholic	452	683	439	170	223	211	—	—
Wesleyan	2014	2014	1937	1790	—	—	—	—
Methodist (various)	1290	1941	1128	1790	—	662	49	—
Independent	1538	2663	1304	2685	794	1921	—	—
Baptist	120	76	—	130	76	130	—	—
Unitarian	592	907	186	450	365	266	—	—
Other Denominations.	—	—	—	—	—	—	—	—
Total	5938	14316	6566	12,223	6142	6796	179	128

PENDLEBURY.								
Religious Denominations.	Accommodation.		Attendance.		Increase, 1852.		Decrease, 1852.	
	1835.	1852.	1835.	1852.	Accommodation.	Attendance.	Accommodation.	Attendance.
Church	—	275	—	275	270	240	—	—
Unitarians	—	225	—	225	—	225	—	—
Total	—	496	—	496	270	465	—	—

MANCHESTER, SALFORD, AND THE TOWNSHIPS.								
Total	43,360	67,627	30,570	51,422	24,446	21,801	179	1019

TABLE No. VI.
SCHOOL BUILDINGS, Erected by Voluntary effort, with or without aid of Parliamentary Grants, disused, sold, exchanged, or erected, and the Accommodation therein at 6 square ft. for each Child

MANCHESTER.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
Existing at time of Statis- tical Society's Reports.		Number of Buildings, with their School Accommodation found closed, or employed for other than School purposes, 1842.												Number of Buildings, with the amount of Ac- commodation, which have passed from one denomination to another.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																											
		Church.		Roman Catholic.		Wesleyan.		Methodist (various).		Independent.		Baptist.		Unitarian.		Other Denominations.		Total Accommodation.		Church to Wesleyan.		Wesleyan to Church.		Methodist to Roman Catholic.		Methodist to Baptist.		Independent to Church.		Total Number.		Accommodation.		Total No. of New School Buildings & Accommodn. since 1834-5.		Present No. of School Buildings & Accommodn.																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
1824	No. of proxi- mate Build- ings. School Rooms.	Bds.	Acc.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.	B.	A.

APPENDIX (E).

Synopsis of Cases referred to in the Second Report of the Commissioners "For inquiring into those Cases which were investigated and reported upon by the Charity Commissioners, but not certified to the Attorney-General."

THE causes to which the present abuses or defects may be attributed, arranged under their several heads, are—

1stly. The want of some competent authority to which access might be had for obtaining advice, and which would possess sufficient powers of supervision and control.

Exemplified by Cases No. 1 to 20a.

2ndly. The want of proper supervision, and of a cheap tribunal for the smaller Charities.

Exemplified by Cases No. 21 to 59.

3rdly. The want of an alteration in the law, giving facility for the exchanges of Charity property, for the consolidation of small Charities, and the vesting outstanding legal estate in trustees.

Exemplified by Cases No. 60 to 64.

No. 1.—A Charity situated in a Borough Town.

Income, 34*l.* 1*s.*

No meeting of the trustees from 1826 to 1851.

The trust managed by the town clerk, who acts as treasurer of the Charity, and who refused a copy of the accounts.

In 1836 a petition for a scheme was presented to the Court of Chancery, under Sir Samuel Romilly's Act.

In 1839 the Master's Report, approving a scheme, was confirmed by the order of the Court.

The order, among other things, directed that repairs should be done. The costs of the application to be paid out of the fund, and the balance in the hands of the treasurer to be paid into Court.

The person who is town clerk and treasurer of the Charity acted as solicitor in the proceedings for all parties.

The repairs have not been done.

The balance has not been paid into Court, but the treasurer has continued to receive the surplus income, and the balance has accumulated, in his hands, to 383*l.* and upwards.

From the date of the order of 1839, which directed the payment into Court of the balance, the town clerk has discontinued all proceedings.

No. 2.—Another Charity situated in the same Borough Town.

Income, 89*l.*

In 1840 a petition was presented to the Court of Chancery, under Sir Samuel Romilly's Act, to increase the number of recipients of Charity.

In 1842 the Master's Report was confirmed, and a balance of 203*l.* 13*s.* 3*d.*, found due from the treasurer of the Charity, was ordered to be paid into Court.

A sum of 300*l.* stock, in the names of the trustees, was also ordered to be transferred to the Accountant-General.

The treasurer, who is also town clerk, had the conduct of the proceedings before the Court as solicitor for all parties.

From the date of the order of 1842, whereby he was directed to pay the balance of 203*l.* 13*s.* 3*d.* into Court, he has discontinued all proceedings.

He has paid nothing into Court, but has continued to receive the surplus income of the Charity, and the balance in his hands has increased from 203*l.* 13*s.* 3*d.* to 644*l.* 3*s.* 9*d.*

These two cases illustrate the necessity for some supervision of Charities, and more particularly, as in both of them the Charity was nominally under the protection of the Court; but the person who held the balances ordered to be paid in, being also solicitor for all parties to the proceedings, availed himself of that position to stop the operation of the orders of the Court.

If in 1839 a Commission or other constituted authority had existed, to which the trustees were compellable to send up their accounts, the default made in the case of the first-named Charity must have been discovered in 1840, and that in the second Charity in 1843, and a remedy would then have been applied to these abuses.

The Attorney-General, on a representation made to him in the present year, has intervened *ex officio*.

No. 3. — *Charity in a Town in Norfolk.*

Fund in part applied in aid of the poor-rates.

No. 4. — *A School in Suffolk.*

This case was not reported by the late Commissioners.

According to a statement made to us, the school-house is in possession of a person who claims it as his own, he or his father having, as he states, held it for upwards of 60 years.

Oral testimony can be given of the possession of it by the father as schoolmaster and that he taught four boys free of charge.

It is believed that the father, who had the keys of the parish-chest, destroyed the muniments of the Charity.

The property is said to be worth 300*l.* The person in possession threatens to sell it, and there is every probability of the property being wholly lost to the Charity.

No. 5. — *A Charity in Cambridgeshire.*

Application was made by the incumbent of the parish, in January, 1850, for payment of arrears of income, and for an account of the Charity income and expenditure.

No account has been rendered since 19th May, 1847.

The principal tenants have not paid rents, and the trustees have taken no measures to enforce payment.

The total income of the Charity is about 50*l.*

Application has been made to us by the incumbent of the parish for advice as to proceedings for placing the Charity on a proper footing.

No. 6. — *A Charity in a small Town in Derbyshire.*

Gift of 200*l.* in 1755, to be placed out on good security. Interest to be applied in apprenticing boys.

A tablet in the church states 100*l.* to be on mortgage of land at Waterfall.

The Return of 1786 (Gilbert's Act) states 100*l.* to be vested in Mr. Samuel Frith.

No information could be obtained in 1827, the date of Report of the Commissioners, from Mr. Frith.

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Nothing has been received for many years on account of this Charity, which is, in all probability, wholly lost.

No. 7.—Dorothy Suite,

Who died in 1670, left 20*l.*, the interest to be applied for pious and charitable uses.
In 1700 the money was in private hands.

No information can be obtained as to this Charity, which is now probably wholly lost.

No. 8.—Parish Lands, Devonshire.

This Charity is situated in a country parish. Income about 115*l.* per annum from land, and the dividends on 825*l.* consols, fund in Court.

Original foundation not known, but earliest deeds state trust to be for repair of parish church, and surplus for poor.

In 1818 an information and bill was filed by one of the trustees as relator and plaintiff against the other trustees, alleging abuses.

The decree on hearing of this suit was made in 1822, and the general report made by the Master in 1842. The order on further directions is dated 1st June, 1842.

Eight new trustees were then ordered to be appointed, and it was referred back to the Master to continue the accounts.

The fund in Court was directed to be transferred to the trustees, and to be applied by them until the further order of the Court on the old trusts.

The costs, down to the decree, were ordered to be paid by relator, the Court, as it is stated to us, declaring that the information was useless and disgraceful.

Nothing was done under the order on further directions, except that a draft deed of appointment of new trustees was prepared, but the deed was not executed, although some formal steps were taken in the Master's office.

The relator died shortly after 1842, not having paid the costs as ordered.

Since his death, no proceedings having been taken in the suit by the surviving trustees. They continued to receive the income from the land, but did not receive the dividends on the fund in Court, which have accumulated, and now amount to 250*l.* and upwards in cash uninvested.

The suit has become suspended by the death of the relator, and no one has been found to come forward as a new relator.

Two of the trustees only are now surviving, the younger being 77.

This is another case showing the necessity for some supervision, even in cases which like this are nominally under the protection of the Court. A suit is instituted in 1818 by a relator: four years afterwards the decree is pronounced; but it was not until 1842, viz. 20 years after the date of the decree, that the Master's report was made. During this period the surplus income had accumulated until it produced upwards of 800*l.* consols. This delay, when there was no question affecting the real interests of the Charity in dispute, shows the grossest negligence on the part of all parties.

In June 1842 the order was made for appointing trustees and setting the accumulated fund free, but no effective steps were taken, and since the death of the relator the whole matter has entirely dropped.

The case has therefore been for 33 years before the Court, and no useful end of any description has been obtained. The chief object to be attained by the order of 1842 was the appointment of new trustees, and that has never been effected.

The case discloses some of the inconveniences extensively felt with reference to the proceedings in relators' suits. In such cases, the relator, although suing in the name of the Attorney-General, has practically the uncontrolled conduct of the proceedings until they arrive at that stage at which a scheme is to be considered; on which occasion the Attorney-General, if the case be an important one, is generally represented by his own counsel before the Master, but as to all the proceeding both before and subsequent to a scheme, the relator acts by himself as a plaintiff in a private suit would do. It frequently happens that the relator, having commenced his proceedings from motives of private pique or under some temporary local excitement, becomes tired of the suit, and the interests of the

Charity are sacrificed by a compromise, or in many cases given up altogether in consideration of securing the costs, and there is a numerous class of cases like the present where the death of the relator has caused the entire abandonment of the proceedings, no person being found willing to take up the case and revive the suit. The Charity is thus left in a worse condition than at the commencement of the proceedings.

An authority is required to supervise and watch such proceedings. This would be effectively done by a Board to whom the accounts of Charities must annually be sent up. The state of the account must necessarily disclose the defect, and thereupon a timely remedy would be applied.

In the case now under consideration it could never have been permitted if there had been such supervision, that twenty years should have been consumed in the Master's office, or that when the Master had made his report, the trustees should have permitted the dividends on a considerable fund in Court to have remained for nine years unreceived, to the detriment of the Charity.

It may be added, in concluding the remarks on this case, that it is stated by the surviving trustees, that this suit which has lasted thirty-three years, had its origin in a dispute between the relator and the principal trustee (both being landed proprietors in the parish) on the subject of game.

The Attorney-General, on an application made to him in the present year by the surviving trustees, has intervened *ex officio*.

No. 9. — *Roger Hall's Gift*

of 9s. per annum issuing out of some cottages in Berks. By negligence of the parish officers the 9s. were never claimed for 30 years.

Commissioners report (4th Report, 1820) that the property was sold under an Act of Parliament with saving clause, and that this rent-charge might be recovered.

No. 10. — *An Educational Charity, County of York.*

School rooms and lands value about 40*l.* per annum given for support of school.

In the year 1836 the lands were in the occupation of a tenant to the trustees.

In that year a person claiming to be the master of the school filed an information and bill as relator and plaintiff against the tenant.

The tenant in 1843 gave up possession to the relator.

The relator thereupon dropped all further proceedings and entered into the occupation of the charity land, which he held until his death in 1848.

On his death his son took possession, and has retained it to this time.

He does not teach any scholars, the trustees refusing to recognise him as schoolmaster. The school-house is in possession of another person, who does teach, but receives no part of the endowment.

During a period before the relator got into possession of the land, the tenant paid the rent into a private bank to the credit of the trustees. It has remained there making no interest since 1842.

This case shows the necessity for supervision even where the charity is nominally under the protection of the court.

The relator having by his proceedings in the suit obtained possession of the land, which was his only object, held it adversely to the trustees during his life, and his son continues to hold it in the same manner. He may, if he be the duly appointed schoolmaster, be entitled to the rents, but he is clearly not entitled to the possession as occupier. The property ought to be let and managed by the trustees. On the other hand, if he be the duly appointed master, he ought to have possession of the school-house, and be compelled to do his duty as master.

The trustees are not fulfilling their trust, and the person claiming to be master is wrongfully in possession of the land.

No one is disposed to take any further steps, and the vicar of the parish has stated that the trustees will do nothing, not being disposed to enter on litigation.

The Attorney General, on a representation made to him, has intervened *ex officio*.

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No. 11.—Two Charities in Cornwall.

In 1817, 538*l.* 14*s.* 5*d.* stock stood in names of two trustees. In that year a relator's suit was instituted, a receiver appointed, and the stock was transferred to him. No notice was taken of this stock by the receiver.

In 1827, the principal stock, with ten years' dividends, was transferred to Commissioners of the National Debt.

In 1832, the stock was recovered to the Charity, with 15 years' dividends, and then transferred, not to trustees, but to a receiver. In 1835 the receiver died. In 1845, the principal stock, with 10 years' dividends, was again transferred to Commissioners of National Debt. In 1851, the stock was again recovered, with 15 years' dividends, by proceedings taken by the Attorney-General.

This is another case, showing the necessity for supervision, and a regular delivery of accounts.

The existence of a Commission, or other authority, to whom the accounts would be annually delivered, and who would be invested with powers of investigation, would have prevented the abuses and loss of the practical benefit of this Charity, which had existed undetected and unchecked for many years.

No. 12.—A Charity in Herefordshire.

Gift by will, in 24th Charles II., of 400*l.*, as a perpetual stock, to set to work the poor people of the town.

A decree in a relator's suit was made 1760, and a scheme settled under that decree for expending the income in salaries to persons to instruct poor people in manufactures, and for materials.

By private act George III., the number and powers of trustees were enlarged.

In 1840, another private Act of Parliament was obtained, empowering the trustees to devote all, or any part, of the income to purposes of education.

Nothing was done from that time till 1850, except occasional employment, to a small extent, given to a few poor persons.

Charity consists of 4,421*l.* Three per Cent. Consols, and 2,027*l.* sold out, and proceeds lent to the corporation of the town.

No. 13.—Hospital in Herefordshire.

Founded under will, in 1604, for the dwelling and sustentation of a chaplain and 12 poor men.

At the time of inquiry by the late Commissioners in 1837, 400*l.* belonging to the Charity was in private hands without security.

In a communication recently made to us, it is stated that this sum has not yet been received.

The trustees are considering what steps should be taken for its recovery.

The money is in the hands of a gentleman in the neighbourhood, without security.

No. 14.—A Charity for Poor Widows and Apprentices.

In the reign of Charles II., 100*l.* was given to be laid out in good security to produce 6*l.* per annum, 4*l.* to be for eight poor widows, and 2*l.* for apprenticing.

A messuage and land purchased with this money.

The rent does not appear to have been ever paid for charitable purposes.

About 1810 the land was sold for 400*l.* The then purchaser afterwards sold it to another person, who devised it to the wife of the gentleman who now holds it.

It is stated that there is no difficulty in identifying the property, which lets for 37*l.* per annum.

Absence of proof of the purchaser in 1810 having notice of the Charitable Trust and length of possession, render proceedings for recovering the property extremely doubtful.

This is an instance of charity property wrongfully withheld, and probably lost, from the want of proper supervision.

No. 15. — *A School in Northamptonshire.*

Founded 1723.

Schoolmaster to teach poor children, and on Sunday afternoon to read the afternoon service of the Church in the school-room, and either preach a sermon or read a good book appointed by the vicar, and instruct the children in the Church Catechism.

Income about 50*l.* per annum, but lands stated to be worth 10*l.* more per annum.

Five trustees (the proper number) were appointed by the last deed (in 1828); of this number, one is dead, and the other four are now resident out of the parish, and two of them are very old and wish to resign.

The present vicar states, that on his being presented to the vicarage, he found a female holding the office of teacher, she being a Dissenter. On his complaint she was removed by the trustees; and they appointed the organist as master at a salary of 20*l.*, although it is believed that the income of the Charity is more than double that amount.

The whole management of the Charity has devolved on a solicitor acting as secretary, treasurer, and receiver to the trustees.

115*l.* is left unsecured in the hands of one of the trustees, he having lately compounded with his creditors and paid nothing to the charity.

Application having been made to us, letters were written to the trustees, two of whom have expressed a wish to retire and elect the present vicar as a trustee.

No. 16.—*A Charity in the County of Glamorgan.*

About 1810, Mrs. Benbow, by will, gave a rent-charge of 2*l.* out of land for bread for poor.

The Rev. Thomas Fryer, by will, in 1834, (after reciting the above gift, and that it was void under Mortmain Act,) gave to the minister of the parish, subject to the life interest of his wife, 100*l.* stock, the same to be in lieu of the above rent-charge.

Mr. Fryer died in October 1850, and we were applied to on the behalf of all parties for advice as to acceptance of the legacy.

No. 17.—*A Charity in Lincolnshire.*

Rent-charge of 5*l.* 4*s.* for bread for poor, and 1*l.* for sick poor out of lands given by will, the date of which was stated in the Report of the late Commissioners to be unknown. The will was found about 12 months since.

The rent-charge was regularly paid until 1837.

Since that time it has been withheld.

The churchwarden and overseer have applied to us for advice how to act.

No. 18.—*A Charity in Hertfordshire.*

The fund, consisting of 503*l.* 3*s.* 3*d.* stock, according to the terms of the trust, should be in names of vicar and churchwarden for time being. Application was made to us, stating that it had long been standing in the names of four persons, of whom one only was then living, an infirm old man.

The stock has since been transferred to proper persons in consequence of our application.

The trustees have since applied for advice on other points.

No. 19.—*A Meeting-house.*

Application has been made to us on behalf of present minister, stating,—

That the Charity is believed to have been founded for Presbyterians, but for last 50 years has been in the hands of Independent sect.

That the building, constituting the meeting-house, is held under certain deeds of endowment, and the income of other property is supposed to be applicable to the support of the minister and the maintenance of worship.

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That in June 1849 a minister was appointed, in accordance with the rules of the Independent body, and continued in possession to 1st February 1851.

That on 31st January 1851, a dispute having arisen between the minister and one of the deacons, the latter obtained the keys of the place, and barricaded the doors and windows.

That on Sunday, 1st February 1851, the minister was by those means excluded, and that the deacon has since that time retained possession, and has employed the schoolmaster to preach there.

That about 12 years since a person, who had previously been the minister, borrowed the trust deeds of the then minister, for the alleged purpose of inspecting them, and deposited them with an attorney in the town, as a security for a private debt due to the attorney from the depositor. The attorney still holds the deeds.

That there is supposed to be one only surviving trustee.

The present minister has applied to us for advice and assistance. The case is not reported on by the late Commissioners.

This endowment will probably be lost, unless some measures be adopted; and it instances the tendency of such foundations to be abused and defrauded, unless the persons by whom they are administered are subjected to an efficient supervision.

No. 20. — A School in Leicestershire.

Date 1637. By will, 400*l.* was given for the purchase of lands, or a rent-charge to be settled on divers persons inhabiting the town, and their heirs, for the maintenance of a schoolmaster to teach the children of that town.

The schoolmaster to be nominated by the heirs of the testator.

The school-room is a stone building near the church. No house for the master.

The income 127*l.* 4*s.* per annum.

The right of nomination to the mastership was sold in 1699, and is now vested in a nobleman, who derives his title to nominate under that sale.

One of the trustees, at request of inhabitants, has applied to us, stating the mastership to be vacant.

The assistant-master has been at the school for 10 years, and has had principal management of school for some years, the head master having had ill health. The assistant-master is competent to carry on the school.

The school has been closed since the death of the late master.

Our assistance has been requested to procure re-opening of school.

An authoritative recommendation from any competent authority would, in all probability, at once produce this effect.

No. 20A. — A Free School and Hospital.

This Charity is situated in a borough town, and was founded under a Royal charter.

The governors of the school, who are a corporate body, have the power, with the allowance of the bishop of the diocese, to make fresh statutes and rules for the government of the school.

The income of the foundation has lately been largely increased, and is now stated to amount to 1,172*l.*

The head mastership of the school is about to become vacant, and it is the wish of the Municipal Corporation and principal inhabitants of the town that advantage should be taken of the present opportunity to make such alterations in the management of the school as would render it more generally beneficial and suitable to the requirements of the town.

Application has been made to us by the Municipal Corporation, asking our advice and assistance for effecting this object, and offering to act upon any suggestions coming from us.

We have no power, under the terms of our Commission, to give any such advice. But the application made to us in this case is an instance of the want which is felt of some authority capable of affording such assistance, and the disposition which exists to have recourse to it.

The facts above briefly stated are perhaps sufficient to shew how much practical benefit might be effected by the existence of such an authority as that above suggested.

No. 21. — A School in Hertfordshire.

About 200*l.* stock in names of two persons, one an uncertificated bankrupt, the other not a trustee at all.

No. 22. — A Charity in Yorkshire for the benefit of the Poor of a Parish.

The foundation consists of a house and 3*¼*. 20*f.* of land, with marsh rights, which have been commuted under an Inclosure Act for 10 acres of land. The trustees were all dead previous to 1790.

The property was retained by the then occupier, and claimed as his freehold. The chief part of it was sold for valuable consideration by the children of the occupier, and the purchasers now claim to hold for their own benefit as having bought without notice of any charitable trust. The property is probably lost.

No. 23. — A Charity in the County of Gloucester.

By will, dated 1625, rent-charges of 3*l.* for the poor, 3*l.* for apprenticing, 1*l.* 6*s.* 8*d.* for sermons, and 1*l.* for repairs to church, were devised to trustees, all being made payable out of certain real estates.

For some time the trustees were regularly renewed, but the requisite fresh appointments were afterwards neglected, and the whole administration of the Charity vested in the hands of the churchwardens.

The rent-charges were paid till 1844, since which time the owner of the property has refused to pay.

The churchwardens have applied to us for advice as to the recovery of the arrears and future payments. But in the present state of the law the expense and difficulty attendant on the requisite proceedings for that purpose effectually preclude the adoption of them. The result is that this charitable foundation will likewise, in all probability, be lost.

No. 24. — A Grammar School.

Elizabethan foundation in a country village.

The present income is 45*l.* 10*s.*, 31*l.* 10*s.* arising from land, and 14*l.* for the dividends on 442*l.* 3*s.* 3*d.* consols; but the rent of the land is likely to be reduced. The master must be a clergyman, M.A.

The Charity at present is of little or no practical use; but a scheme adopting the system of head-money, and giving power to the master to take boarders, might make this a valuable school.

No. 25. — Endowment for a Chaplain in Lancashire.

It is stated that 5*l.* per annum interest on 100*l.* was some time since given for the benefit of the chaplain.

This has not been paid, and the endowment is probably lost. The case was not included in any Report of the late Commissioners.

No. 26. — Edward Dixon's Charity.

Rent-charge of 1*l.* for poor of parish.
Requires the appointment of trustees.

No. 27. — Mary Dixon's Charity.

Rent-charge of 1*l.* for poor of parish.
Appointment of trustees required.

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No. 28. — *A Grammar School in Derbyshire.*

Foundation in 1696 for a grammar school. Endowment consists of house and lands let at 16*l.* per annum.

The land was occupied until lately by the sole trustee as tenant. The school is kept in a private house. It is stated that the master is not competent to teach grammar.

Trustees and scheme wanted.

No. 29. — *Charity for Education, Derbyshire.*

The foundation consists of 2*l.* 10*s.* rents of land for support of schoolmaster.

This is applied in augmentation of the last-mentioned Charity.

There are no trustees.

No. 30. — *The like Charity.*

The foundation consists of a rent-charge of 20*l.* for schooling five children.

Trustees are wanted, and also a scheme.

No. 31. — *Educational Charity, Derbyshire.*

The foundation consists of 100*l.* to be placed out on Government Securities. Income to be applied in teaching eight poor children to read.

The principal is in the hands of a descendant of the donor, unsecured, he paying 4*l.* 4*s.* annually for interest.

The Fund has never been invested as required by the will.

There is no power to appoint new trustees.

The schoolmistress is stated to be inefficient.

No. 32. — *Educational Charity, Derbyshire.*

20*l.* sterling was given in or previous to 1782, in augmentation of another charity.

The principal is in private hands unsecured, 16*s.* being paid annually for interest.

There is no power to appoint new trustees.

No. 33. — *A Charity in Derbyshire.*

Land for benefit of the poor of a parish.

The rent of land constituting the endowment 7*l.* per annum.

Agreement for improvident letting made by churchwardens has been repudiated by the parishioners.

Requires trustees; no power to appoint them.

No. 34. — *A Charity for Poor of a Parish in Derbyshire.*

Treated as a rent-charge of 2*l.* per annum, but the charity apparently entitled to land itself, out of which that sum is paid.

No power to appoint trustees.

No. 35. — *Another Charity for Poor of same Parish.*

Treated as a rent-charge of 10*s.* per annum, but charity apparently entitled to land itself.

Wants trustees.

No. 36. — *Another Charity for Poor of same Parish.*

Treated as a rent-charge of 10*s.* per annum, but the charity apparently entitled to land itself.

No trustees.

No. 37. — *Another Charity for Poor of the same Parish.*

Treated as a rent-charge of 10s. per annum, but the charity apparently entitled to land itself.

Trustees wanted.

No. 38. — *Francis Moseley's Charity.*

Rent-charge 18s. out of land.

No trustees.

No. 39. — *Francis Gee's Charity.*

Rent-charge of 30s. out of land for pious and charitable uses.

No trustees, no power to appoint them.

No. 40. — *Francis Gaskell's Charity.*

For minister and poor of parish.

100*l.* now invested in land, and producing 7*l.* per annum.

Requires trustees.

No. 41. — *Another Charity for Poor of a Parish in Derbyshire.*

Treated as a rent-charge of 2*l.* Charity apparently entitled to land itself.

Requires trustees, no power to appoint them.

No. 42. — *Another Charity in the same Parish.*

By will dated in 1704, the residue of the personal estate of the founder was given for clothing poor.

In 1717, thirty acres of land were purchased for 150*l.*

The deed of feoffment recites that the founder, by his will, gave 150*l.* to the curate and poor of the parish.

Present income 24*l.*, two-thirds paid to perpetual curate, one-third to poor.

Trustees are wanted.

No. 43. — *Parish Lands in the same Parish.*

One-and-a-half acre enclosed from waste was formerly given up to workhouse. It is now let for 6*l.* for benefit of the poor.

Trustees are wanted.

No. 44. — *Charity in Derbyshire.*

82*l.* given in 1666 for pious and charitable uses. About the year 1780, 15*l.*, part of the principal, was lost. The remaining 67*l.* is in private hands, without security.

The Charity Commissioners, in 1827, recommended the appointment of trustees and investment of money.

Neither recommendation has been acted upon.

No. 45. — *Samuel Wood's Charity.*

Foundation for various purposes for the benefit of the poor. Income 10*l.*, from 200*l.* on turnpike bonds. The parishioners state the income to be improperly applied, and appointment of last trustee to be improper and illegal.

No. 46. — *Another Charity, County of Derby.*

100*l.* was given by will in 1703. The interest to be applied in apprenticing two boys yearly. This gift was made, by the devisee of testator, a charge of 5*l.* per annum on his real estate. Power was given to appoint trustees, but none appointed.

The rent-charge is irregularly demanded and paid. 10*l.* arrears are in the hands of the representative of the donor.

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No. 47.—Charity, County of Derby.

125*l.* was given by will in 1775. The interest to be applied in apprenticing a poor boy, and for buying woollen cloth for poor.

The principal at the date of report of late Commissioners in 1827 was in the hands of the sole surviving trustee, unsecured.

The trustee has died since date of report.

The principal has not been paid.

The portion of interest applicable to apprentice-fees has been unpaid for many years; and the portion applicable to woollen cloth has been given in an unsatisfactory manner. There is a power to appoint trustees; but none have been appointed; and no accounts are kept.

The Charity Commissioners, in 1827, recommended appointment of trustees, that accounts should be kept and the money be invested; but none of these recommendations have been attended to. The property is in danger of being lost.

No. 48.—A School in Lincolnshire.

By the foundation, the vicar is to be the schoolmaster. The present vicar claims to be schoolmaster, and not to teach, but to appoint a deputy, offering to pay the whole income to such deputy. The trustees object to this, and claim to appoint the master, and pay him.

They would appoint the vicar if he would do the duties personally. He does practically teach, but will not admit that he is bound to do so, nor agree to the rules which the trustees require, and they in consequence withhold the salary, about 55*l.* per annum.

There seems to be no probability of the parties arranging their differences amicably, and the expense of legal proceedings for compelling a settlement forbids the adoption of such a course, meanwhile the interests of the Charity and the parish are materially prejudiced.

The existence of a Board which could authoritatively advise, and of a Tribunal which could enforce the performance of their duties on parties so situated at a cheap cost, would put an end to this mischief.

No. 49.—A Charity in the County of Gloucester.

The endowment (200*l.* sterling) not invested on sufficient security.

The vicar applied for advice in this case.

Application has been made to the Trustees to invest the money properly, to which they have returned no answer.

No. 50.—Grammar School. Founded 1576.

Situated in a country town.

Income 70*l.* per annum.

Master's house usually let by master, who has usually taught at his private house. School-room over the market-place, which the master also usually lets.

Mastership at present vacant.

The Trustees have applied for advice as to scheme, and for improvement in the usefulness of the Charity.

No. 51.—A General Charity, County of Gloucester.

130*l.* left for poor of three parishes, principal to remain in the hands of Dean and Chapter of a cathedral as trustees.

The Dean and Chapter declined to accept the trust.

Executor kept it for some time in his own hands, paying 5*l.* per cent. interest; but afterwards divided the money into thirds, and paid it into savings' banks in the names of the rectors and churchwardens of the respective parishes.

The expense of appointing trustees prevents this foundation from being placed on a proper footing.

No. 52.—Charity for a Schoolmistress, Parish Clerk, &c.

The donor, who died in 1798, devised to his son-in-law and his heirs three tenements in trust to permit the same to be occupied by the parish clerk, a schoolmistress, and a poor widow.

The clerk to repair his own house and pay quit-rent.

The three tenements to be at the disposal and under the management of the rector of the parish for the time being.

The son-in-law of the donor succeeded him as rector, and died about 1843.

The family of the latter, on leaving the neighbourhood, left the management in hands of the succeeding rector, who is now the incumbent.

He found three rooms occupied by labouring men, and another used as a Sunday-school.

The whole was going to decay.

He repaired the two tenements at his own expense, and converted two rooms into one for a day-school, and the other two for residences of a schoolmaster and his wife, they living in them rent free, and the rector paying the rates.

The rector has written to us stating that there had been no schoolmaster previously, that one was much wanted; and inquired whether, after repairing the property, he should be justified in converting the two tenements into a school and schoolmaster's house.

It will be observed that there was no fund for repairs, and that the heir of the person named as trustee has left the neighbourhood, relinquishing the property to the succeeding rector of the parish.

This case is not mentioned as one in which there has been mismanagement; but the rector has applied for advice, feeling that he is not justified in altering the objects of the foundation. It is an instance in which power to give advice and a cheap mode of obtaining a scheme would be useful; and trustees are required.

No. 53.—General Charity for Poor, same Parish as the preceding.

It appears by the Parliamentary Returns under Gilbert's Act, that one house was given in 1558 to the poor, and that another had been given by an unknown donor.

At the date of report of the late Commissioners (1836), the houses were occupied by parish paupers.

The buildings being dilapidated, the parish attempted to sell them as parish property, but were prevented by the rector, who applied to us. He was supplied with a copy of the report of the late Commissioners in reference to this Charity; and such report being shown to the parishioners, they were convinced that they could not sell the houses.

The rector states that, if let at a trifling rent, and money placed in savings' bank for a few years, he should be able to rebuild them.

He also states that the parishioners are well disposed, and that if we would state authoritatively how the property should be managed, our advice would be strictly attended to.

We have no power to give such advice. The case shows that such power might be useful.

Trustees should be appointed.

No. 54.—A Charity in the County of Warwick.

Gift of rent-charge of 20s. out of land to the vicar for the poor.

The rent-charge has not been paid for the last 25 years.

The vicar has applied to us on the subject.

The rent-charge is probably lost from neglect.

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No. 55.—A School in Wales.

Built by founder short time prior to 1705; vested in trustees by deed of that date.

100*l.* given to trustees by founder.

Schoolmaster to be appointed by founder or his heir.

His salary to be 3*l.* 12*s.* per annum, to teach 12 poor boys.

Each boy to have 4*d.* per annum for encouragement.

Nothing was paid to children at the time of the inquiry in 1830.

5*s.* for vicar, schoolmaster, and trustees, to drink, was paid by the Master to the trustees.

By deed of 1752, the then sole surviving trustee appointed others.

In such deed it is stated that the 100*l.* was then due on bond from Richard Jones.

Since 1752 new trustees appointed, and names entered in school-book, but no deeds executed.

Interest on the bond has been paid up to 1845.

The bond for 95*l.*, dated 25th May 1739, is in possession of the vicar.

Representative of Obligor known and able to pay, but there are no trustees who can apply for payment.

The Charity is too small to bear the expense of legal proceedings requisite for placing it on a proper footing: on the other hand, if no steps be taken, the endowment will probably be lost.

No. 56.—Charity in Lincolnshire.

Rent-charge of 6*s.* 8*d.* out of house and land for bread to poor widows. Donor unknown.

Owner refuses to pay it, and expresses his determination to contest the claim.

Incumbent and churchwardens have applied to us for advice.

No. 57.—A School in Yorkshire.

No trustees. Schoolmaster's house, which constitutes sole endowment, and which he is bound to repair, is going to decay, and no one empowered to compel him to repair.

The parties interested do not apply for appointment of trustees on account of the expense.

No. 58.—A Charity in Chester.

Rent charge of 30*s.* out of house and land; date and mode of gift unknown.

Was paid till within the last few years, and distributed in money to poor.

Payment now refused by owner of Property.

No trustee to enforce payment.

No. 59.—Parish Lands situated in a Country Parish.

The rent of 12*l.* 1*s.* 8*d.* of land (32*l.*) stated to have been left for repair of eight cottages for poor is applied as follows: 10*l.* to poor-law guardian; 12*l.* to a person to collect the parish rates; remainder to church-rates.

Application stating the above circumstances was made to us by the overseer and surveyor of highways, with the concurrence of the parish officers, and requesting our intervention.

The establishment of a cheap tribunal for settling a scheme would place this Charity on a proper footing.

No. 60.—A School in Berkshire.

In this case application has been made by the trustees to us for advice as to a

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exchange which seems desirable, but which we have no power to authorize or entertain, and which in the present state of the law cannot be effected except at a very considerable expense.

No. 61. — *A small Town in the County of Derby,*

Is entitled to participate in 28 Charities, the total income of which is only 103*l.* 11*s.* 4*d.* Of this amount 24*l.* 10*s.* is for educational purposes; 56*l.* 3*s.* 10*d.* for the general benefit of the poor; 15*l.* 12*s.* 6*d.* for apprenticing; and 6*l.* 15*s.* for the minister of the parish for his own use.

Nearly the whole of these charities are mismanaged, many of them in danger of being lost for want of trustees, the appointment and continuance of whom would be too expensive for these small Charities; and few of the Charities are of much practical use.

The parishioners, in a communication to us, stated that they were desirous that all the Charities should be consolidated and vested in the minister and churchwardens, in order to avoid expense in the continued appointment of new trustees to each; that the moneys in the hands of individuals should be invested in Government securities, and a scheme obtained for the future application of the funds in one general beneficial object.

Such a measure would be very desirable, but it cannot be effected at present without a private Act of Parliament. An alteration of the law, by enabling the ordinary tribunals to consolidate small charities in one place, would meet the requirements of this parish.

No. 62. — *Charities in Wales.*

Three separate charities, all intended for purposes of education, and producing respectively 243*l.* 6*s.* 4*d.*, 114*l.*, and 105*l.*

Consolidation desirable, and a scheme for improved management. The trustees applied to us for advice.

No. 63. — *Parish Lands.*

Situated in a country parish.

Consist of eight old cottages, with gardens, and about 12 acres of land.

Date and object of gift unknown.

Managed by churchwarden and overseers.

Cottages inhabited by poor persons rent free; some repaired by tenants, others by parish.

Question arose at vestry meeting as to repairs, and it was determined to charge rents on tenants for that purpose. Demand made by parish officers for rent, which was paid by some of the tenants and refused by others.

Those refusing to pay were summoned by parish officers under recovery of Possession of Tenements' Act. The application was dismissed by the magistrates, the parish officers not being able to prove title.

Defaulters have since been served with notices under Poor Act, 59th Geo. III.

Application has been made to us, stating the above circumstances, and asking for our interference.

No. 64. — *A General Charity for the Poor.*

Deed of feoffment, dated 1612, states that an inn and an acre of meadow land had been given for the poor of the town.

The donor, and also the date and mode of gift, are unknown.

The inn was afterwards pulled down, and a malt-house and buildings erected on the site.

At the time of the Inquiry by the late Commissioners (1834), the same were let on lease for 21 years from 1825 at the rent of 150*l.*, the lessee being bound to keep and leave the same in good repair.

The lease of the malt-house expired in 1846.

A survey was made of the state of the property, and 250*l.* paid by the executors of the lessee in lieu of executing the necessary repairs.

That sum, with other moneys, was expended in altering and repairing the property.

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During progress of repairs, the dilapidations were discovered to be more extensive than anticipated.

The malt-house was therefore pulled down.

The income reduced by that means from 150*l.* to 107*l.* per annum.

In 1847, 1848, 1849, above 1,300*l.* was spent in repairs, &c.

There are from 50 to 60 feoffees, two or three of whom hold property as tenants or lessees of the Charity.

The income of this Charity, with that of seven small Charities (making altogether, at the time of the Inquiry by the late Commissioners, upwards of 240*l.*), is distributed annually among the poor of the parish generally, in sums varying from 3*l.* to 2*s.*, a preference being given to those not receiving parochial relief.

Application for advice has been made to us by one of the feoffees.

APPENDIX (F.)

TABLE I.—Committee of Council on Education, SUMMARY OF GRANTS FOR BUILDING, ENLARGING, &c., SCHOOLS, from 1840 to 1849 inclusive.

	Year.	Number of Places or School Buildings in which Grants were erected.	Number of Places or Buildings which received Grants for various purposes.	Number of Boys.	Number of Girls.	Number of Infants.	Number of Infants.	Number of Mixed Schools.	Number of Children in Mixed Schools.	Number of Houses erected for Teachers.	Amount paid for the erection of Schools and Teachers' Houses.	Amount paid for various Purposes.	Total Amount paid in each Year.
School to which a Grant was made for Repairs	1840	67	-	-	-	-	-	57	14,774	3	7,716 13 0	16 10 0	7,733 3 0
Schools to which Grants were made for Buildings, &c.	1841	184	1	11,783	72	11,353	7	113	17,373	13	22,777 10 0	135 0 0	22,912 10 0
School to which a Grant was made for Apparatus	1842	209	-	73	73	10,840	12	135	20,008	61	25,276 0 0	40 0 0	25,316 0 0
Schools to which Grants were made for Furniture, &c.	1843	184	1	11,302	78	10,801	16	99	11,739	58	27,245 9 10	140 0 0	27,385 9 10
Schools to which Grants were made to defray a Debt	"	-	3	-	-	-	-	-	-	-	-	355 0 0	355 0 0
Schools to which Grants were made for Enlargement, Repairs, &c.	1844	206	-	14,659	107	14,586	24	76	7,130	99	27,212 7 3	588 10 0	27,800 7 3
Schools to which Grants were made for Furniture, &c.	"	-	5	-	-	-	-	-	-	-	-	123 0 0	123 0 0
Schools to which Grants were made to defray a Debt	"	-	7	-	-	-	-	-	-	-	-	653 0 0	653 0 0
Schools to which Grants were made for Enlargement, Repairs, &c.	1845	264	-	18,943	129	19,067	56	100	9,749	144	42,501 18 10	1,211 8 0	43,712 18 10

[illegible]

TABLE AND NOTE, No. II.

School Accommodation, already provided by, and in connexion with, the various Religious Denominations; estimated at 8 square feet for each child; and the amount of such not brought into daily use.

(Evidence, pp. 18. 36, 37.)

Accommodation in School Buildings erected.	Rooms how occupied or otherwise.	In detached Rooms.	Under or contiguous to Places of Religious Worship	Amount of Rooms.	Total.
In rooms opened for the reception of Day Scholars.	USED by Scholars who attend.	19,458	2,337	21,795	41,496
	NOT USED, for want of Scholars.	16,448	3,253	19,701	
In rooms used only as Sunday Schools.		6,273	8,375	14,648	
Total - - - -		42,179	13,965	56,144 *	

* This includes *class rooms* capable of accommodating 2959 children.

The Religious Bodies have provided School accommodation for 56,144 children, (that is, for 1 in 6·95 of the population) allowing 8 square feet for each child; or if 6 square feet (which is usually considered sufficient) be taken, School room is provided for 74,887 children (that is, for 1 in 5·21 of the population).

But, out of this vast amount of School accommodation (reckoned at the latter estimate), only one-third is yet brought into use; the remainder being unused, chiefly from want of scholars.

NOTE.—The above Table, which was compiled from private inquiry, gives 21,795 children attending school; but the Census Returns (*Evidence*, p. 475.) give only 17,002 “attending,” and 20,920 “on the books,” but this difference may probably be accounted for, by the Census Returns classifying Denominational Schools conducted on teachers’ private speculation, not as Public Schools, but as Private Schools.

TABLE AND NOTE, No. III.

Proportion of Scholars to the Population, 1851,
From various Data.

Population of the Municipal Boroughs of Manchester and Salford, together with the Townships of Broughton and Pendleton, and part of Pendlebury, 390,566.

Reference.	Page.	Authority.	Data.	Number of Scholars.	Proportion.
					One in
Parliamentary Evidence.	470	Census.	Stated by Heads of Families to be "daily attending School, or receiving instruction under a Master or Governess at home."	44,598 *	8·75
Evidence.	359	Private Inquiry.	"Attending Day Schools."	34,073 †	11·46
Evidence.	475	Census.	"On the Books."	33,663 §	11·60
Evidence.	475	Census.	"Attending 31st March, 1851."	28,715 §	13·60

* This number represents all the children that in any sense and by any means can be said to participate in daily instruction.

† This number represents the Scholars attending School, although irregularly; and is estimated from the *Mean* between the number on the Books, and those in average attendance, and includes not only 707 children in Swinton and other schools, which, though connected with Manchester, are *beyond the limits of the population*, but also 743 children in Workhouse and other Schools, *within the limits*, omitted in the Census Tables.

§ If to these two returns, the 743 children omitted be added, (which being resident in establishments, their number in both cases will be the same,) the proportion will become —

"On the Books" - - - 1 in 11·35
 "Attending, March 31st" - 1 in 13·25

Increase of Day School Attendance and Increase of Population from 1834-5 to 1851, compared.

Preliminary Considerations.

In making the proposed comparison, the same extent of district, and the same basis for estimating School attendance, must be taken for both periods. The authority to be consulted for 1834-5 is that of the Statistical Society's Reports for Manchester and Salford; and that for 1851, the Census Returns.

In 1835, the population of the Manchester Borough is given by the Statistical Society (p. 45.) for the year 1831, as 187,022; but deducting from this 4377, for the extra-municipal township of Newton, we have the population of the Manchester Borough for that year 182,645. In like manner, the School attendance of that township must be deducted; that is, 407 must be deducted from 18,661—giving 18,254 children for the School attendance of the borough.

To allow for the increase of the population in four years, the Statistical Society estimated that of Manchester, in 1835, to be 200,000. But, because 187,022 : 200,000 :: 182,645 : 195,373, we must take the population of the Manchester Borough, in 1835, as 195,373.

The Census Returns give the population of the same borough, in 1851, as 303,043.—(Evidence, p. 475.)

As respects Salford and its contiguous townships, the Statistical Society's Report for Salford (p. 45.) represents the aggregate population of Salford Borough, and the townships of Broughton and Pendleton, as 50,810 in 1831, which in 1834 it raises to 55,000.

The Census Returns for 1851 give the population of the same district 84,773.—(Evidence, p. 475.)

The Statistical Society, in respect to the Day Schools, report only the actual attendance at school; the only approximation to which, in the Census Returns, is the average attendance at Day Schools.

1834-5. *Population.* Manchester, 195,373; Salford and Townships, 55,000; Total, 250,373.—*Actual School Attendance.* (Schools) Manchester, 18,254; Salford and Townships, 5,845; (Institutions) Manchester and Salford, 266; Total, 24,365.

1851. *Population.* Manchester, 303,043; Salford and Townships, 84,773; Total, 387,816.—*Average School Attendance.* (Schools) Manchester, 22,451; Salford and Townships, 5951; (Institutions) Manchester and Salford, 743; Total, 29,145.

(Evidence, p. 475.—*Manchester and Salford Statistical Society's Reports for 1834-5*, p. 45.

Year.	In Manchester, Salford, Broughton, and Pendleton.		Proportion.
	Day School Attendance.	Population.	C're in
1834-5	24,365	250,373	10·27
1851	29,145	387,816	13·30

It appears, therefore, in respect to Day School attendance at the present time, it is worse than it was 17 years ago; inasmuch as from 1834-5 to 1851, Day School attendance, considered in relation to the population, has decreased from 1 in 10·27 to 1 in 13·30.

TABLE AND NOTE, No. IV.

Estimated number of Children of the Working Classes, between 3 and 15 years of age, neither "at school" nor "at work."

Census Returns. (Evidence, p. 470.)			Private Inquiry; including children not in the Census Returns. (Evidence, pp. 359. 361.)		
Total No. of children under 15 - -	130,603	98,490	TOTAL NO. OF CHILDREN between 3 and 15 - -	99,193	
under 3 - -	32,113		Children of all classes attending school -	34,073	
Total No. of children between 3 and 15 - -	- -		Children not at school, but supposed to be- long to the middle and upper classes, at home, in employ- ment, or receiving private education -	10,450	
Total No. re- ceiving any kind of daily instruction 44,598	634		Assume Four-fifths of children "in em- ployment" (Census Table) to belong to the working classes -	11,728	
Under 3 - -	- -	43,964	Children "at school" or "at work" - -	- -	56,251
Total receiving any kind of daily instruc- tion between 3 and 15	- -				
Children of all classes in employment (same age) - -	14,660				
"Children receiving instruc- tion," or "at work" - -	- -	58,624			
Children not described as "re- ceiving instruction" either "at home" or "at school," or "in employment" -	- -	39,866	"Children of the working classes, not "at school" nor "at work" - -	- -	42,942

Remarks on the Census Returns.

1. These returns include all children whom the different parties that made the returns considered to be receiving any kind of daily instruction, either "under a master or governess at home," or by attending school.
2. The better educated classes of society would generally make such returns pretty correctly; and, therefore, comparatively few of the children of these classes will be found among such, as in the above table, are "undescribed."
3. The less educated and many of the working classes are known to have very lax notions respecting school attendance; and, therefore, the returns from those classes may be considered to be much exaggerated.
4. And consequently it is probable, that the number of children "undescribed" will fall short of the whole number of children of the working classes, who are neither "at school" nor "at work."

Remarks on the Private Inquiry.

1. The number of "children attending school" exceeds by 5358 the corresponding return of the census (Evidence, p. 475.); although the total number of children here given exceeds that of the Census Returns above, by only 703 children, and therefore this Table makes a very liberal representation of the total school attendance.
2. No evidence has been adduced to show that the additional number (22,178) here taken to represent the children of the middle and upper classes "at home" or "in employment," together with those of the working classes "in employment," is likely to be below the actual number.

3. And, consequently, the statements in this Table representing the average number of children of the working classes neither "at school" nor "in employment" have no less claim for consideration than the Census Table, although it appears to differ in the result.

It has been stated in evidence (pp. 360. 391.) that about "54,670 children, belonging to the labouring classes, whether employed or not, are not attending day schools," and that no reason has been alleged, that ought to be considered satisfactory, why "one half, at least," of that number ought not "to be in some school receiving education." It is indeed highly probable that, at the present time, there are not fewer than 30,000 or 30,000 children of the labouring classes kept from day school, without being in employment or detained at home through sickness, domestic need, or any other sufficient cause; and who ought therefore to be gathered into school.

TABLE AND NOTE, No. V.

Alleged Causes of Absence from School. From Inquiries in Families, among the Working Classes, wherein there were children between 3 and 15 years of age.

(Evidence, pp. 70. and 377 to 380.)

Families visited - - - 17,426.			
Total number of children between 3 and 15 years of age in the 17,426 families visited - - - - - 36,527			
Children at work - - - - - 5,153			
Children stated to be attending school - - 14,197			
}			
19,353			
CHILDREN, between 3 and 15, neither at school nor at work.			17,177
Alleged causes of absence.	Children who had, at some time, attended school.	Children who had never attended school.	Total.
Sickness - - -	669	236	905
Sundry, Domestic, and other Causes -	757	139	896
Indifference (<i>appa- rent, not alleged</i>) -	241	398	639
Considered too young	—	2,670	2,670
Poverty, or Inabi- lity of Parents to afford the School Fees - - -	5,799	6,268	12,067
Total - - -	7,466	9,711	17,177

From the above statement it appears that out of 31,374 children, between three and fifteen, *not at work*, 12,067, or nearly 39 per cent., were kept from school on account of the alleged inability of the parents to afford to pay the school fees. Probably in many cases this inability was induced by the improvidence or intemperance of one or both of the parents; but, be this as it may, 12,067 children out of 31,374 were found, among the labouring and poorer classes, deprived of education, as the consequence of the poverty or misconduct of their parents.

APPENDIX (G.)

A Bill for promoting Education in the Municipal Boroughs of Manchester and Salford, and in the contiguous Townships of Broughton, Pendleton, and Pendlebury, read a first time in the House of Commons in the Session of 1851-52.

WHEREAS the boroughs of Manchester and Salford, in the County Palatine of Lancaster, have been respectively incorporated, under the authority of the statutes in that behalf, and it is advisable to make provision for furthering and improving the education of the inhabitants within such boroughs and the adjoining townships of Broughton, Pendleton, and Pendlebury, by means of local rates to be raised within the same: May it therefore please your Majesty, That it may be enacted, and be it enacted by the Queen's most excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows (that is to say):

Constitution of the District Committees.

1. *Constitution of the District School Committees for the Boroughs of Manchester and Salford.* — That for the purposes of this Act, the district comprised within the borough of Manchester and that comprised within the borough of Salford, with the adjoining townships of Broughton, Pendleton, and Pendlebury, shall form separate School Districts, each of which shall be managed and regulated by a committee hereinafter designated the District School Committee, and all the provisions herein contained shall apply to each district separately, except where it is otherwise expressly provided.

2. *The Town Councils to elect the District School Committees annually.* — The town council of the borough of Manchester shall, on the tenth day of November, in each year, or within fourteen days afterwards, elect out of the members of the said council nine persons, to act as the members of the School Committee for the Manchester Borough School District during the ensuing year; and the town council of the borough of Salford shall, on the same day, or within fourteen days afterwards, in each year, elect out of the members of the said council six persons to act with the persons elected for the said townships, as hereinafter provided, as the members of the said School Committee for the Salford School District during the ensuing year.

3. *Election of Members of the Committee in respect of the Townships of Broughton, Pendleton, and Pendlebury.* — On the same day, or within fourteen days after, a meeting of the rate-payers, qualified to vote in the election of Guardians of the Poor for the respective townships of Broughton, Pendleton, and Pendlebury, shall be held in the several townships, after notice given in the same manner and by the same persons as notices of township meetings are usually given therein; and the rate-payers so qualified as aforesaid shall then elect for their township a person or persons, as the case may be, qualified as hereinafter provided, to be a member or members of the School Committee of the Salford District, so that one shall be elected by the rate-payers of the township of Broughton, for that part of the township which is not comprised in the borough of Salford, two by the rate-payers of the township of Pendleton for their township, and one by the rate-payers of the township of Pendlebury for their township, and at such meetings the overseers, or, if they decline, some person to be then and there chosen by the rate-payers present, shall preside.

4. *Qualification of such Member.* — Every person not in holy orders, or a minister or preacher of religion, assessed to the poor-rate within the township,

upon property whose rateable value shall not be under thirty pounds a year, shall be qualified to be elected by the rate-payers thereof as a member of the said School Committee for such township, and the member elected shall be required to be so qualified as long as he continues to be a member of such Committee.

5. *Return of the Member.*—The officer or person presiding at such meeting who shall conduct the election of such member or members, as the case may be, shall, when the election shall have been concluded, return, in writing, to the District School Committee the person or persons elected.

6. *Term of the continuance in Office of the Members of the Committee.*—Every person elected by the town council or rate-payers shall continue to act during the year for which he shall have been elected as a member of such School Committee, until he shall resign, die, or become disqualified to be a town councillor or member as aforesaid; and upon the happening of any vacancy, the town council of which he shall have been a member, or the rate-payers of the township for which he was elected, as the case may be, shall, as soon as convenient, elect another person to supply the vacancy during the remainder of the year.

7. *Default of Election not to affect the acting of the Committee.*—No default in the election, nor any vacancy, shall prevent the other members of the School Committee from acting as such Committee until the next annual election, or until the vacancy shall be sooner supplied.

8. *Course to be pursued where there is any Defect in the Election.*—If there be no due election at the time of the annual election in respect of all the members of the School Committee, such of the members elected for the previous year, as shall be qualified as aforesaid, may, if they think fit, serve for the ensuing year; and where some have been duly elected, such of the members of the said Committee, who had served for the last year and continue to be qualified, as shall be chosen by the member or members elected for the current year to fill the vacancies, shall act for the ensuing year.

Proceedings of the Committees.

9. *Appointment of Chairman and Vice-Chairman of the Committee.*—On the first day of meeting of the said District School Committee after the annual election, the members present thereat shall choose some one of themselves to be the chairman, and another to be the vice-chairman of such Committee, for the ensuing year respectively, each of whom shall continue to act as such, unless and until he refuse, become incapable to act, or disqualified to be a member of the said Committee.

10. *Supply of Vacancies in the Chairmanship and Vice-Chairmanship.*—If the chairman or vice-chairman cease to be a member of the District School Committee, or refuse or become incapable to act as chairman or vice-chairman before the expiration of the year of office, the members of the said Committee shall, within one month after the occurrence of the vacancy, refusal, or incapacity, elect some other member to be chairman or vice-chairman, as the case may require.

11. *Who shall be the President of the Committee.*—At every meeting the chairman, or in his absence the vice-chairman, shall preside; but if at the commencement of any meeting both be absent, the members then present shall elect one of themselves to preside at the whole of such meeting, or until the chairman or vice-chairman shall arrive.

12. *What shall be the Quorum of the Committee — what Number required to sanction Expenses.*—No meeting of the Committee shall be competent to transact any business, except that of adjourning to another time, unless three members be present; and no resolution shall be valid for the incurring of any expense other than payment of the school fees, and the salaries and remuneration of the inspectors and teachers in this act provided, unless two-thirds of the members present at the meeting at which the incurring of the expense shall be proposed concur therein.

13. *Mode of voting at the Committee. — Casting Vote.*—Every question at any meeting, except in respect of the incurring of such expenses as aforesaid, shall be determined by a majority of the votes of the members present and voting thereon; and where the number of votes on any question shall be equal, the presiding chairman shall have a second as a casting vote.

14. *Appointment of Officers by the District School Committee.*—The District School Committee may appoint, suspend, and remove at their discretion a secretary, and such clerks, assistants, and servants as they may from time to time find necessary, with such salaries, wages, and compensation for ordinary and extraordinary services as the said Committee shall deem fit, which salaries, wages, and compensation shall be charged upon and paid out of the fund hereinafter provided.

15. *The District School Committee may make Bye-Laws—Proviso for approval by the Committee of Council.*—The District School Committee may make bye-laws and regulations for the government of themselves, their officers, and servants, and for the due execution of the different provisions of this Act, so far as the same shall be under the control or management of such Committee; provided that no such bye-law or regulation shall be valid and operative until the same shall have been submitted to the Committee of Council on Education for the time being, and shall have been approved of by them.

16. *Minutes of the Committee made Evidence.*—The said District School Committee shall cause Minutes of their proceedings to be entered in a book to be kept by their secretary; and the book so kept, when produced by their secretary, or by any other officer of the said Committee, in any court of law, or before any justice or justices, or other competent tribunal, shall be taken as evidence of the proceedings of the said Committee therein recorded.

Union of the Schools with the Committee.

17. *Functions of the District School Committee.*—It shall be the duty of the said District School Committee to receive Schools into union with them according to the regulations of this Act, to pay the School fees to the persons entitled to receive them, and in all other respects to carry into effect the provisions of this Act, so far as the same apply to such Committee.

18. *Trustees, Managers, or Proprietors empowered to place School in Union.*—As soon as the said District School Committee shall have been elected, and from time to time afterwards, the major part of the trustees, managers, or proprietors of any such School as is hereinafter described, situated within the district, which shall be open to Her Majesty's Inspector, or to the Local Inspectors appointed under the authority of this Act, and wherein any teacher shall be employed who shall have obtained a certificate of merit from the Committee of Council on Education, or in default of any such certificate of merit, a certificate in writing, from some one of Her Majesty's Inspectors acting in the district or of such Local Inspectors as aforesaid, of the competency of such teacher to conduct the School, may make application, in writing, according to the form set forth in the Schedule (A.) hereunto annexed, to the said District School Committee, to be admitted into union therewith, and shall transmit with such application a copy of the teacher's certificate of merit, or the Inspector's certificate of the teacher's competency, as the case may require; and such Committee shall forthwith, upon receipt thereof, ascertain whether the School be admissible into union according to the provisions of this Act, and if the same be so admissible, shall admit such School into union with them, and shall cause an entry of such admission to be made in the minutes of their proceedings, and a notification of such admission, in writing, under the hand of their secretary, to be transmitted to the trustees, managers, or proprietors of the School, as the case may be; and when the School shall have been admitted into union, whether by the said District School Committee, at once, or after appeal, as hereinafter provided, such union shall be deemed to have been complete from the date on which the trustees, managers, or proprietors of such School shall have duly transmitted the required certificate to the secretary of the District School Committee; and if the said Committee shall be of opinion that the said School is not so admissible, they shall forthwith communicate to the persons making the application that they decline to admit the said School into union, and shall state their reasons for such refusal in writing.

19. *Appeal from Refusal of Admission to the Committee of Council on Education.*—When the said District School Committee shall decline, upon any such application as aforesaid, to admit any School into union, the persons who shall have

made such application may appeal to the Committee of Council on Education against such decision, forwarding a copy of the reasons assigned by such District School Committee for their so declining; and the said Committee of Council shall thereupon investigate the merits of the case; and if they shall decide that the refusal was justified by the provisions of this Act, the same shall be confirmed; but if they shall decide that it was not so justified, and that the said School should have been admitted into such union, they shall communicate such their decision to the said District School Committee, and thereupon the said School shall be forthwith admitted into union, and shall become entitled to all the advantages of this Act, as if the same had been admitted by the District School Committee at the time of the application.

20. *No School to be united without Consent of the major part of Trustees.—School Committee may act upon the Application purporting to be signed by Majority.—Proviso.*—No School shall be admitted into union without the consent of the major part of the trustees, managers, or proprietors, as the case may be, of such School; but it shall be sufficient authority for the said District School Committee, with reference to any act done by them or by their direction in regard to such School, if the application to them purport to be signed by the major part of the trustees, managers, or proprietors; and it shall not be necessary for such Committee to inquire whether the persons whose names are thereunto affixed be duly and legally qualified to act in such behalf: Provided nevertheless that the said Committee shall reject any such application where they shall be satisfied that it is not made by a majority of the persons so legally qualified: Provided also that if it shall be proved to the satisfaction of the said District School Committee, at any time after the School shall have been admitted into union, that the application had been made under false and wilful misrepresentations or with the wilful suppression of any fact or circumstance, to such an extent that the School would not have been admitted by them into union but for such misrepresentations or suppression, the said School Committee may make an entry on their minutes that the School is no longer in union, and shall forthwith cause a notification thereof in writing, under the hand of their secretary, to be transmitted to the trustees, managers, or proprietors of the School, as the case may be, and the said School shall thereupon cease to be entitled to the benefits of this Act, unless and until, upon a fresh application, it shall be duly admitted into Union.

21. *Application if unsuccessful may be renewed.*—No refusal to admit any School into union, whether confirmed by the said Committee of Council or otherwise, shall prevent the admission thereof into union, if an application be duly made on behalf of the same School at any time after such refusal, and the School shall upon such subsequent application be admissible, according to the provisions of this Act.

22. *The Proceedings of Trustees not to be impeachable in Law or Equity.*—No act of the trustees or managers of any such School or the major part of them, in placing it in union with the said Committee, shall be deemed in any court of law or equity to be a breach of trust, or require the sanction or direction of any such court.

23. *Provision for the Change of Schemes of Management.—Proviso.*—In the case of every School admitted or proposed to be admitted into union with the said District School Committee, where, by the terms of the deed of conveyance or trust, the trustees, managers, or other persons entrusted with the management of the School, are eligible, by or out of the subscribers to the said School, the major part of the trustees of the said School, or in default of their taking the requisite steps for three months after the admission of such School into union, any ten persons, being then subscribers to the said School, or in default of there being so many subscribers, any ten persons who may have been subscribers thereto within the space of three years previous to their application, may prepare a new scheme for the election of a Committee to manage the said School, and having settled the same in writing, may summon a meeting of the subscribers to the said School, if there be any such, or, in their default, of the persons who shall have been subscribers thereto during the time aforesaid, by an advertisement in two or more newspapers circulating in the said district, ten days at least previous to the day of meeting; and at such meeting may submit the scheme to such of the persons as shall be then present; and if the majority of the subscribers, or of the persons

who shall have been subscribers during the time aforesaid, present at the meeting, assent thereto, the same shall be transmitted to the Committee of Council on Education for their approval, and in default of there being any such ten subscribers or persons as aforesaid, the minister or ministers, and church or chapel wardens, or other persons having the superintendence or control of the funds of any church, chapel, or other public place of worship, with which any such School shall be connected, may prepare and settle such scheme, and having advertised as aforesaid their intention to do so, may transmit it to the Committee of Council for approval, and if the said Committee of Council approve of the scheme, a memorandum of the same shall be prepared, and shall be signed by the major part of the persons who shall have prepared and settled the same, and shall be countersigned by the secretary of the said Committee of Council, or some other officer of such Committee on their behalf, in testimony of their approval of the scheme, and where there shall be any deed of conveyance or trust as aforesaid, the memorandum shall, if practicable, be endorsed thereon; and the said scheme shall take effect and be acted upon in the future election of the managers or trustees of the said School, as soon as the next vacancy in the then Committee of Management shall occur; and the managers appointed under such new scheme shall be authorized to act in all respects in the execution of the authorities given by this Act to the trustees or managers of any School: Provided that nothing in this Act contained shall prevent or interfere with the trustees, managers, or other persons entrusted with the management of the said School, making any application to the Court of Chancery which they may think proper, to sanction a scheme or schemes for securing the election of future trustees or managers; and provided that any such scheme so sanctioned and ordered by the said Court shall take effect and be acted upon in like manner as any other scheme framed and sanctioned under the provisions hereinbefore contained.

24. *Schools admissible to the Parliamentary Grant may be admitted into Union.*—And whereas the lords of the Committee of Council on Education have from time to time made and published divers minutes, which have been printed and laid before both Houses of Parliament by her Majesty's command, in which they have prescribed certain rules and regulations now in force, according to which Schools have been or can be admitted to partake in some one or all of the benefits arising from the annual grants made by Parliament for the promotion of Education, be it therefore enacted, That every School now situated or hereafter to be established within the said district, which, at the time of the making of such application as aforesaid, shall have been or might be permitted, in pursuance of some one or more of the minutes above referred to, to partake in any of such benefits, shall be entitled to be admitted into union with the said District School Committee, if such application, accompanied with the certificate aforesaid, be made as hereinbefore prescribed.

25. *Certain Schools not permitted to participate in the Parliamentary Grant only because Inspection is refused, admissible into Union.*—Any School situated in the said district in which, at the time of making such application, the trustees, managers, or proprietors decline to allow the inspection thereof by her Majesty's Inspector, but which would be permitted to partake of any such benefit as aforesaid, under some one or more of the minutes above referred to, if the same were open to such inspection, shall nevertheless be admitted by the said District School Committee into union with them, if due application be made according to the provisions herein contained, and if the same be open to the inspection of the Local Inspectors herein provided.

26. *What Schools held under Places of Worship may be admitted.*—Any School situated as aforesaid conducted in a room under a place of religious worship, or in any building contiguous or adjoining to such place, if permissible to partake in such parliamentary grant in every other respect, shall be admitted into union with the said District School Committee, upon application being duly made as aforesaid, if the Secretary of such Committee, and some surveyor to be appointed by such Committee, shall certify in writing that such room or building is suitable for the purposes of such School, and the same be open to the inspection of such Local Inspectors as aforesaid.

27. *Provision for certain other Schools.*—Any School situated as aforesaid which cannot be permitted to partake of the benefit of such grant under any one of such

minutes as aforesaid, although the trustees, managers, or proprietor shall not decline to allow an inspection thereof by her Majesty's Inspector, in which School the reading of the Holy Scriptures in the authorized version is part of the daily instruction of the scholars therein, shall be admitted into such union, upon application being duly made as aforesaid, if the secretary of the said District School Committee, and some surveyor to be appointed by such Committee, shall certify in writing that such room or building is suitable for the purposes of such School, and the same be open to the inspection of such Local Inspectors as aforesaid.

28. *No other School to be admissible.*—No School not qualified in some one of the modes herein described shall be admitted into such union.

Proceedings after Union.

29. *The School in Union a Free School under this Act.*—Every School admitted into such union, under any of the provisions herein contained, shall be a Free School within the meaning of this Act, and shall be open to the reception of such scholars as shall be registered in the manner hereinafter mentioned, who shall be taught therein free of all charge: Provided that nothing in this Act contained shall prevent the distribution of any part of the grant made by Parliament for the promotion of Education, to any School admitted into union with the said Committee under the provisions of this Act, or to any scholar, pupil, or teacher therein.

30. *A Register of the Scholars to be kept.*—*The Secretary of the Committee to be admitted to inspect the Register.*—When any School shall be admitted into such union a register, showing the attendance or absence of each scholar, shall be kept by the trustees, managers, or proprietors of the said School, or by the teacher thereof; and a copy of such register shall be transmitted to the said District School Committee, at such periods as the said Committee shall from time to time appoint; and the secretary or other officer appointed by the said Committee, by writing under the hand of their chairman or vice-chairman, shall be admitted into the said school at all reasonable times to ascertain the correctness of the said register; and if the school be not a school for children under the age of six years, a certificate in writing, according to the form in the Schedule (B.), hereunto annexed, signed by the teacher, or, if there be more than one, by the principal teacher of said school, and countersigned by an inspector who shall have inspected the said school, shall be sent by the trustees, managers, or proprietors, as the case may be, or by the teacher under their direction, to the said District School Committee, once every year, at such time as they shall appoint; certifying that the general instruction of the children thereat includes reading, writing, arithmetic, English grammar, English history, and the elements of geography; and, in the case of a girl's school, plain needlework.

31. *Attendance of Scholars in special cases not compulsory; but no Interference with the Management, Discipline, or Instruction of the School.*—No child attending any school so admitted into union as aforesaid shall be required by the trustees, managers, proprietors, or teachers thereof to learn, therein or elsewhere, any distinctive religious creed, catechism, or formulary to which the parents or surviving parent, or the person having the care and maintenance of such child, shall in some writing signed by him or her, or with his or her mark attested by a witness, addressed to the managers, trustees, proprietors, or teachers thereof, object; or to attend or to abstain from attending any particular Sunday school or place of religious worship, contrary to the wishes of such parents, parent, or person, to be declared in some such writing as aforesaid: Provided always, that (except as in this Act is expressly enacted) the District School Committee shall not interfere with the management, discipline, religious or other instruction in any such school, but that such management, discipline, religious and other instruction in every such school shall continue under the control and regulation of the trustees, managers, or proprietors thereof, as fully as if this Act had not passed; except in the case where the managers thereof shall be changed as herein provided.

32. *The Conditions imposed by the Committee of Council to be performed to enable*

School to receive the Benefits of this Act.—If any School shall have been admitted into union, on the ground of its being permitted by the Committee of Council to participate in any of the benefits of the said grant, upon any condition set forth in any minute as aforesaid, made and published before the passing of this Act, every such condition shall continue to be duly performed to enable such School to enjoy the benefits of this Act.

33. *Union to be dissolved on Breach of Conditions.*—In any School so admitted if any condition of admittance into union in this Act specified, or any regulation herein prescribed for the guidance of the same, be broken or disregarded by the trustees, managers, or proprietors thereof, as the case may be, or if, where no sufficient provision exists for the election of a succession of trustees, managers, or other persons to be entrusted with the management of such school, at the time of the admission of such school into union, no such provision be made within six months after that time, and no proceedings in Chancery, or in the said Committee of Council, shall be pending for securing such provision, the District School Committee may declare the union of such school with them to be dissolved; but the same shall not be dissolved until the said Committee shall have transmitted a notice in writing of the proposed dissolution, under the hand of their secretary, to the trustees, managers, or proprietors thereof, as the case may be, and no such notice shall be given after the lapse of six months from the breach of any such condition, or any such default as aforesaid, unless the said breach or default shall continue, and when the said union shall be dissolved, the said school shall cease to be entitled to any of the benefits of this Act from the time of such notice being given as aforesaid.

34. *Appeal against Dissolution.*—The trustees, managers, or proprietors, as the case may be, of any school, the union of which shall have been so dissolved, may within three months after receiving such notice of dissolution, make an appeal in writing, purporting to be signed by the major part of the trustees, managers, or proprietors assembled at a meeting called for the purpose of considering such appeal, to the Committee of Council, against the decision of the said District School Committee; and the said Committee of Council may, if they so think proper, receive such appeal and investigate the same, and confirm or reverse such decision of the said District School Committee, according as the merits of the case may require; and if they shall decide that the union ought not, under the provisions of this Act, to have been dissolved, such School shall be deemed to have continued in union, notwithstanding the said decision of the District School Committee; and if they confirm the decision of the said Committee, the dissolution shall continue.

35. *After Dissolution, fresh Application may be made.*—Notwithstanding any such dissolution, it shall be competent for the trustees, managers, or proprietors, on any subsequent occasion, to make a fresh application for the School to be received into union; and provided it would be then admissible, if the application were made for the first time, it shall be admitted into union accordingly.

Registering Committees.

36. *Appointment of Registering Committee.—Proviso.*—The said District School Committee shall, at their first meeting after every annual election, select out of themselves four members, and the trustees, managers, or proprietors, as the case may be, of each School admitted into union, shall from time to time as occasion may require, elect one person as a representative member; and such four selected members, together with every such representative member, shall form a Committee of the said district for the registration of scholars, to be termed the Registering Committee, any three of whom shall form a quorum, whose duty it shall be to meet from time to time, at least once in every month, in some convenient place, of which public notice, by an advertisement in some newspaper circulating within the district, shall have been previously given, by or on behalf of such Committee, and to keep registers of the Schools in union with the said Committee within their district, and of the scholars thereat, and to receive and decide upon the application, which shall be made in writing, according to a form to be prescribed by the said School Committee, of any child being above the age of four

years, and residing within the district, or of its parent or parents, or other person having the care and maintenance thereof, for the reception of such child into some School in the said district; such child or its parent, or other such person as aforesaid, attending in person to make the application; and enter the name of such child in the register kept by them, with reference to the School selected by such child, parent, or other person: Provided, that the said Registering Committee shall not require the reception into any School of a child deaf, dumb, blind, idiotic or of unsound mind.

37. *The Registering Committee to send Children to the Schools.—Trustees to receive the Child, provided they have room.—Proviso for Dismissal of Scholars for Misconduct.*—The said Registering Committee shall direct the trustees, managers, or proprietors of the Schools selected by the said applicant to receive such child, so registered as aforesaid, into such School, and the trustees, managers, or proprietors thereof shall receive such child accordingly, and cause the same to be instructed as a scholar of such School: Provided that their School be at the time capable of receiving the child after allowing a space of not less than six square feet to each scholar then being therein: Provided also, that the trustees, managers, or proprietors may dismiss from the said School any child so sent as aforesaid who shall not attend at the same School during such period as, according to the usual School hours in the district, would constitute three days and a half day in each week, or who shall be affected with any sickness or disease calculated to cause injury to the other scholars in the said School; or whom they shall deem guilty of any insubordination or other misconduct calculated to interfere with the discipline of the School; and the said trustees, managers, or proprietors shall not be compelled to readmit the same child into their School, unless in the case of a child previously affected with any sickness or disease as aforesaid who shall be wholly cured.

38. *Registering Committee may change the School.*—The said Registering Committee may at any time, upon application in writing, according to a form to be prescribed by the District School Committee, from the child or its parent or parents, or other person as aforesaid, and after the lapse of one month from the date of such application, or within that period, upon satisfactory cause being shown to them, remove the name of such child from their register of any School to their register of any other School within their district, and may direct the trustees, managers, or proprietors thereof to receive such child, who shall, subject to the same conditions as in the case of an original application, be received accordingly.

39. *Division of Registering Districts.—Proviso for altering Division.*—And whereas it may be found expedient to divide the School District among two or more Registering Committees, the District School Committee may therefore make such division accordingly, and prescribe the number of Schools in union with such Committee as herein provided, being not less than five in the district, to be comprised within each division, and nominate one member at least from such District School Committee to each subdivision, who, together with the representative members, elected as before mentioned, of the several Schools comprised within the Division Registration District, and in union with the District School Committee, shall form the Registering Committee of the division: Provided that the said District School Committee may from time to time vary any division by increasing or diminishing the number of the Schools in union with them as aforesaid to be comprised therein, and adding thereto or taking therefrom any such School as they shall deem fit.

40. *Duties of the Division Registering Committee.*—Every such Division Registering Committee shall receive the applications and proceed therewith in manner aforesaid, with reference to children, in regard to whom application shall be made to them, and shall register such children to be sent to Schools within their own division only.

41. *Supply of Vacancies in the Registering Committees.*—Upon the occurrence of any vacancy in the members of the Registering Committee, whether divided or not, the same shall be filled up by the election of another person, according to the manner hereinbefore prescribed; and in the meantime the remaining members of the said Committee may act as fully and effectually as if no such vacancy had occurred.

42. *District School Committee to appoint Chairman and Vice-Chairman of Registering Committees.—Casting Vote.*—The said District School Committee shall

annually, out of the Registering Committee or the Division Registering Committees, nominate some member thereof, whether selected or representative, to be the chairman, and another to be the vice-chairman of such Registering or Division Registering Committee, and shall appoint another chairman or vice-chairman, as the case may require, upon the occurrence of any vacancy during the year; and in case of an equality of votes upon any question, arising in such Committee, the chairman then presiding shall have a second as a casting vote.

43. *District School Committee to supply Schools with forms of Application, and the Registering Committee with every thing requisite.*—The said District School Committee shall cause the trustees, managers, or proprietors of all the Schools in union with them, to be constantly supplied with an adequate number of printed applications for the use of children desiring to be admitted into such School, in the form which the said Committee shall prescribe; and every Registering Committee and Division Registering Committee, as the case may be, shall be supplied with all requisite books, materials, and assistants by the District School Committee, to enable them adequately to discharge the duties herein imposed upon them, and all the necessary expenses of such Registering Committees shall be chargeable, as the other expenses of the Act, upon the fund herein provided.

Payment of the Fees.

44. *List of Scholars to be made out by the Trustees or Managers quarterly, and transmitted to Committee, with Certificate.*—At the end of every quarter of the year, ending on the twenty-fifth day of March, twenty-fourth day of June, twenty-ninth day of September, and the twenty-fifth day of December, the major part of the trustees, managers, or proprietors, as the case may be, of every School in union with the said District School Committee, shall make out a list of the scholars entered in the register kept in their School, and set out the number of weeks during the quarter last completed in which each such scholar shall have attended the said School, distinguishing between boys above and under six years of age, and girls, and forward such list to the said District School Committee, addressed to their secretary, accompanied by a certificate of the due observance of the conditions upon which such School shall have been admitted into union with the said Committee, according to the form in the schedule hereunto annexed, marked (C.).

45. *The School Committee to pay the Fees according to the List.*—The said District School Committee, upon receipt of such list, accompanied by such certificate as last aforesaid, shall cause the same to be accurately investigated; and forthwith, if the same shall be found to be correct, or if incorrect, then after the error shall have been corrected, shall cause payment to be made to the managers, trustees, or proprietors of the said School, as the case may be, according to the rate following, that is to say, the sum of fivepence for every boy above the age of six years, in respect of his attendance in each week at the said School during the quarter, and the sum of fourpence for every boy under the age of six years, and for every girl, in respect of each week as aforesaid: Provided, that no payment shall be made to the managers, trustees, or proprietors of any School in which any paid master or teacher shall be a person in holy orders, or a minister or preacher of religion, nor in which any teacher shall be engaged during the ordinary School hours in teaching any other children in the same School than such as shall receive free education, either under the provisions of this Act, or by means of some charitable contribution or endowment.

46. *What shall be a Week in a Day School.*—The attendance of a child at the School for three days and a half day, in the day time, computed as above, during the school hours, between Sunday and the following Sunday, but exclusive of both those days, shall be counted as an attendance for a week in every Day School: Provided that, in case a child should be unable to attend in any one week three days and a half day, computed as above, but shall attend for a greater period during any succeeding week, such additional attendance shall be calculated so as to entitle the managers of the said School to the payment of school fees, in respect of every week in some day of which there shall have been an attendance, provided the attendance during the four consecutive weeks computed together shall be equal to fourteen days.

47. *Assistance to Evening Schools.*—The said District School Committee may from time to time, in accordance with regulations to be duly made by them and approved of by the Committee of Council, grant such sums as the said District School Committee shall deem requisite towards the opening, and, for such period as they shall determine, towards the support of an Evening School, to be conducted in any School admitted into union with them: Provided always that the state of the funds raised under the provision of this Act, after due allowance shall have been made for all previously existing charges thereon and liabilities then incurred, will enable them so to do.

48. *Mode of Application of the Payments of the School Fees.*—The managers, trustees, or proprietors to whom any sums of money shall be paid, under the provisions hereinbefore contained, shall apply the same, in manner next hereinafter mentioned; that is to say, they shall apply a portion, not exceeding one-sixth part thereof, in payment of, for, or towards, the purchase of books and stationery, to be used by the children in the school rooms, and for or towards the cleaning and warming of the school rooms, and the insurance from fire of the school buildings and the furniture and apparatus therein; and for or towards the keeping of the school rooms, furniture, and apparatus in good condition, or for or towards all or any of such purposes; and the residue of such sums of money in payment of the teacher or teachers of the schools.

49. *As to Number and Qualification of Teachers to be employed in Schools.*—Where the average number of children attending in any School admitted into union shall be reported by the inspector thereof for the time being as amounting to one hundred and sixty or upwards, there shall, for every entire number of eighty scholars, be employed in such School, independently of any apprenticed-pupil teacher or stipendiary monitor, one teacher at least, who shall have obtained a government certificate of merit, or a certificate of competency, from some one of her Majesty's inspectors, or from some local inspector acting within the district.

50. *Accounts to be kept of Receipts and Expenditure, and Abstract to be forwarded yearly to District Committee.*—The managers, trustees, or proprietors shall keep accurate accounts of the receipt and expenditure of all monies so paid to them as aforesaid, and shall, in the month of February in each year, forward an abstract of such accounts to the District School Committee, in form hereunto in the Schedule, marked (D.) annexed.

51. *As to Augmentation of Teachers' Salary.*—For the purpose of enabling the teachers in any School, admitted into union under this Act, to receive an augmentation of salary under the existing Minutes of the Committee of Council on Education, requiring a certain proportion of every such teacher's salary to be raised by voluntary contributions, the amount paid to any teacher of a School out of the rates to be raised under this Act shall be deemed and taken to be in lieu of and equivalent to an equal amount raised by voluntary contributions for or towards the salary of the teacher or teachers of such School.

Inspection of the Schools.

52. *Inspection of the School by Her Majesty's Inspector sufficient.*—*School, with Consent of Trustees, forthwith subject to such Inspection.*—*Report of Her Majesty's Inspector.*—The inspection of any School in union with the said District School Committee, by an Inspector from time to time appointed by her Majesty and her successors, shall be deemed sufficient for the purposes of this Act; and where any School received into union with the said Committee shall not have been open to such inspection, and the trustees, managers, or proprietors thereof shall be willing to place the same under such inspection, the said Committee, with their consent, but not otherwise, shall send a notice of its having been so received into union, in writing, signed by their secretary, to the Committee of Council on Education; and such School shall thenceforth become subject to such inspection so long as it shall continue in union, and shall be inspected by her Majesty's Inspector for the time being in the district, and be entitled thereupon to all the benefits of the parliamentary grants as other Schools open to the inspection of her Majesty's Inspectors, and every such Inspector shall transmit to the said District School Committee once every year, a report upon every School in union with the said District School

Committee which he has inspected, and upon every teacher or pupil teacher employed in such School whom he may have examined.

53. *Committee empowered to apply to the Committee of Council to appoint Her Majesty's Inspector to inspect Schools, and may pay him.*—The said District School Committee may, when they shall deem it expedient, apply to the Committee of Council on Education to direct some one or more of her Majesty's Inspectors to inspect the Schools within the district, and to examine the teachers and scholars therein, and perform the other duties required from such Inspectors by this Act; and shall pay to each such Inspector the sum of one guinea for every day in which he shall be so employed, in pursuance of such application of the said School Committee; and the said Committee of Council shall, upon such application, direct such and so many of their Inspectors to attend in the said district for the inspection of the Schools, the examination of the teachers and scholars, and the performance of such other duties as aforesaid as they shall deem requisite.

54. *Application by Committee for Local Inspectors, and their Appointment.*—*The Appointment to be approved of by the Committee.*—The said District School Committee, when they deem it expedient, may apply to the Committee of Council on Education for the appointment of Local Inspectors, not exceeding three in number, who shall be required to reside within the said district, and devote the whole of their time to the inspection of the Schools in union with the said District School Committee, and the examination of teachers and scholars thereof; such Committee undertaking, when they make such application, for a payment of a moiety of the salary of such Inspectors, as hereinafter mentioned, out of the funds to be raised under the authority of this Act; and if her Majesty or her successors shall, upon such application, and upon the recommendation of the said Committee of Council, appoint such Local Inspectors, the said District School Committee shall pay one-half of the salary of every such Inspector, as the same may be fixed by her Majesty or her successors: Provided that such payment to every Inspector by the said District School Committee shall not exceed the sum of one hundred and seventy-five pounds per annum, and so in proportion for any less period during which he shall continue in office: Provided also that no person shall be recommended by the said Committee of Council to her Majesty for appointment as a Local Inspector, until his name shall have been submitted to the said District School Committee for their consideration, and have been approved of by them, which approval shall be testified by a writing under the hand of the chairman or vice-chairman of the said District School Committee, countersigned by their secretary.

55. *Provision for Default of Appointment by the Crown.*—*Proviso.*—In case the said Committee of Council shall decline to recommend her Majesty or her successors to make such appointment, the said District School Committee may make such and so many appointments as they shall deem requisite, at such salary and upon such terms as they shall find adequate and suitable: Provided that no such Local Inspectors shall be recommended to her Majesty for appointment, except in conformity with the rules and regulations according to which Inspectors are appointed by her Majesty for the several classes of Schools at the time of the passing of this Act; and where any such Inspector shall be appointed by the District School Committee, he shall be appointed in conformity with such rules and regulations, or as nearly as shall be practicable.

56. *Tenure of Office of the Local Inspector.*—Every Local Inspector shall continue to hold office during the pleasure of her Majesty or her successors, if appointed by her or them, or of the District School Committee, if appointed by them.

57. *The Duty of the Local Inspectors to inspect Schools not open to the Government Inspector, as well as those open thereto.*—Every Local Inspector shall, upon notice in writing from the said District School Committee, inspect any School not open to the inspection of her Majesty's Inspector, which shall be in union with the said Committee, or any School which may be so open, but which the trustees, managers, or proprietors thereof may request to be inspected, with the view of their placing the same in union with the said Committee; and, if required by such notice, shall examine the teachers and scholars thereof, and shall perform such other duties and be subject to such and the like instructions and regulations in the discharge thereof, and shall make report to the Committee of Council, in like manner as her Majesty's Inspectors are subject to or required to do, so far as such instructions and regulations shall be applicable to the particular School; and shall, when the trustees,

managers, or proprietors thereof request it, upon the direction of the said District School Committee, inspect for general purposes any School in union with the said District School Committee, which, for the time being, shall be subject to the inspection of some one of her Majesty's Inspectors, who shall not be disqualified by the terms of the deed of endowment, or any agreement between the trustees or managers of such school and the said Committee of Council, to inspect the same.

58. *Schools to be inspected every Six Months.*—*Annual and periodical Reports of the Local Inspectors to be made by them, and Copies transmitted to the Committee of Council.*—The District School Committee shall cause every School in union with them to be inspected by some duly authorized Inspector once at least in every six months; and every Local Inspector, once in every six months, shall make a report to the said Committee upon the Schools inspected by him during such period, and transmit a copy thereof to the Committee of Council on Education, and shall make such other reports at stated periods, or from time to time, to the said District School Committee, as they shall require, in regard to the discharge of his duties.

59. *Examination of the Scholars.*—The Inspectors who shall inspect the Schools in union with the said District School Committee, shall, on or before the tenth day of June in each year, select such scholars in the School which they shall inspect as they shall deem fitting for a public examination, and shall report, in writing, the names of such scholars to the said Committee; and the said Committee shall, at such time as they shall think fit, direct that all the scholars named in the several reports of the said Inspectors shall be examined by the Local and such of her Majesty's Inspectors as may be at the time within the district, and may offer such and so many rewards and gratuities to the most deserving scholars at such examination, and publicly give such certificates of merit to the scholars so examined, as the examining Inspectors shall recommend, and may pay such rewards and gratuities as they shall, upon the recommendation of the examiners, deem fitting, in such manner as to secure, as far as possible, the further education of such scholars, for periods to be prescribed by the said Committee.

60. *The Names of the deserving Scholars to be published.*—The said District School Committee shall cause the names of the scholars, who shall be placed in the first class at every such examination, to be advertised in such newspapers as they may think proper, circulating within the said boroughs of Manchester and Salford respectively.

61. *Examination of Proprietary Schools by Inspectors.*—When the proprietor or proprietors of any School situated within the said district, but not in union with the said District School Committee, shall apply in writing to them for such purpose, the said Committee may request her Majesty's Inspector, then being within the district, or some local Inspector, to inspect and examine such School and the scholars therein, and thereupon such Inspector shall be empowered to enter the said School and examine its condition and the scholars, and shall report to the said District School Committee and to the proprietors or other persons interested in the said School the result of such examination.

62. *What Payment to be made for such Inspection.*—Provided that, where her Majesty's Inspector shall be so employed, the District School Committee shall pay to such Inspector the sum of one guinea for every day that he shall be employed in the inspection of such School and the examination of the scholars, and charge the same upon the fund to be raised under this Act.

Raising the Fund required for the Purposes of the Act.

63. *The Committee to make out Estimates of Expenditure, and transmit to the Town Council.*—And whereas it is necessary to provide a fund for liquidating the charges and expenses which will arise under this Act; be it therefore enacted, that the said District School Committee shall, as soon as convenient after they have been elected, make out an estimate of the probable expenditure which will be requisite for the purposes of this Act for the half-year ensuing their first meeting, and shall transmit a copy of such estimate, containing a statement of the amount of the several items of the necessary expenditure, signed by their secretary, to the Town Council of the boroughs of Manchester and Salford respectively; and

shall from time to time afterwards, as and when the said Committee shall deem it requisite, make and transmit similar estimates, in respect of the sums mentioned therein, as being required for the same purpose.

64. *The Town Council to make and collect a School Rate.*— Upon the receipt of such estimate the Town Council of the boroughs shall distribute the amount thereof among the several parishes, townships, and places within the district which comprises such borough, or in which it is contained, as the case may be, in proportion to the annual value of the property therein assessable to the relief of the poor, and shall make and enforce such and the like precepts and orders upon the respective overseers, or churchwardens and overseers, as the case may be, of the parishes, townships, and places within the said district, requiring them to pay the amount therein specified out of the poor rate; or to make a separate rate for the same, to be termed the School Rate, as the Town Council may now do in respect of any borough rate authorized to be raised within any such borough; and all the provisions of the statute of the first year of the reign of her present Majesty, chapter eighty-one, now in force, shall be applicable to every school rate required under the provisions of this Act, in like manner as by the said Act the same are applicable to a borough rate or watch rate therein provided for; and in respect of such part of any parish or township which shall be within the said borough while the residue thereof is without the same, such of the provisions of the statutes of the thirteenth year of the reign of her Majesty, chapter sixty-five, and those of the fourteenth year of the reign of her Majesty, chapter one hundred and three, as apply to borough rates in divided parishes, shall apply to this rate.

65. *The Rate to be laid not to exceed Sixpence in the Pound annually.*—No greater amount than sixpence in the pound during the period of one year, upon all the rateable property within the said borough, shall be raised by the Town Council, whether the same be paid out of the poor rate or be levied by a separate rate.

66. *The Statute 12 & 13 Vict. c. 14. extended to this Rate.*—The said school rate may be collected by the same persons as are employed to collect the poor rate, with proper remuneration, payable as in respect of the collection of the latter rate, and the collector shall be entitled and subject to all the like incidents, privileges, and liabilities as the collector of the poor rate is or may be from time to time subject to, and all the provisions of the statute of the twelfth year of the reign of her Majesty, chapter fourteen, shall be applicable to the school rate, the collector thereof being empowered to make complaint and conduct the proceedings for the recovery of the arrears of this rate in like manner as the overseers therein mentioned are empowered thereby to recover the arrears of the poor rate.

67. *Appeal against the School Rate.*— Any person rated to any school rate may appeal to the special or quarter sessions against the assessment upon him in all respects in like manner and subject to the like conditions and consequences as in the case of an appeal against a poor rate, and the recorder or justices, as the case may be, shall have the same jurisdiction and authority to decide the said appeal, and to deal with the assessment appealed against, as he or they respectively would have in the case of an appeal against a poor rate, and all costs incurred in such appeal by the respondent, and not recovered from the appellant, or adjudged or otherwise awarded to be paid to the appellant, shall be paid out of the then school rate, or, if it shall be quashed, out of the borough fund.

68. *Amount collected to be paid to the Treasurer of the Borough.*—The amount paid by the overseers upon such order or precept out of the poor rate, or collected in respect of the school rate, shall be paid over, under such regulations as the Town Council shall from time to time prescribe, to the treasurer of the borough, and shall be credited by him to a distinct and separate account, to be entitled "The School Rate Account," in which account shall also be entered all payments made by such treasurer out of the said fund for the purposes of this Act; and the securities heretofore or hereafter to be given by and on account of the said treasurer for the due discharge of the duties of his office shall extend to this account and the monies paid to him and by him in reference to the school rate, unless the sureties of such treasurer give notice in writing to the Town Council, within six months after the passing of this Act, that they will not be answerable for this additional responsibility, and thereupon the Town Council

may require their treasurer to find other security in respect of this particular fund.

69. *Any Rate-payer may require his Rate to be appropriated to a particular School.* — *Proviso.* — Any person who shall have paid a school rate may, within three months after the same shall have been made, apply to the secretary of the said District School Committee to have the amount of his rate appropriated in the application of the provisions of this Act to some particular school or class of schools in union with the said Committee which he may specify, and the said secretary, upon the production of the receipt for the payment of the said rate, shall then enter in a book, to be kept at the office of the said Committee, the name of the applicant, the amount of the rate paid by him, and the name of the school or class of schools to which he shall have desired that the same shall be appropriated; and the said Committee shall, as far as practicable, direct that the amount of the rates from time to time thus appropriated by the rate-payers shall be applied in conformity with such appropriations: Provided that if the amount so appropriated shall exceed the amount required or reasonably expected to be required in respect of the school or class of schools to which it shall have been appropriated, the surplus may be applied generally for purposes of this Act.

70. *School Committee to certify to the Town Council the Amounts required for Payment.* — The said District School Committee shall certify such accounts of expenditure as from time to time they shall have incurred in carrying into effect the provisions of this Act, to the Town Council for payment, and the said Council shall charge the same to the School Rate Account, and transmit orders upon the treasurer of the borough for the payment of the same to the said District School Committee, who shall deliver such orders to the persons to whom the payments shall be due; and the said Committee shall keep accurate accounts, in proper ledgers, of the sums of money from time to time so paid, and of all their pecuniary transactions, under proper heads.

71. *Committee's Ledgers open to the Inspection of the Members of the Town Council and Rate-payers.* — Every such ledger shall be open to the inspection of any member of the Town Council at any reasonable time in the day, except when the District School Committee shall be sitting, and to any rate-payer assessed to the said school rate who shall not be in arrear in respect of the then current rate, for the space of two weeks after Lady Day and Michaelmas Day in each year, between the hours of ten in the forenoon and two o'clock in the afternoon; and every person assessed to the said rate shall have the like authority to inspect the same, and demand or take copies thereof, as any person assessed to the poor rate now by law possesses in respect of such rate.

72. *Financial Statements to be prepared annually.* — The said District School Committee shall, at Michaelmas, in every year, call upon the treasurer of the borough to supply them with an account of the monies received by him during the year then last past, and of his payments on account of the school rate, with a statement of the balance in his hands; and shall cause to be prepared and made out an accurate financial statement and balance sheet of the receipts and expenditure in respect of the school rate during such year, and shall submit the same, signed by their chairman or vice-chairman, and countersigned by their secretary, to the officer appointed to audit the accounts of the borough for examination, with the ledgers and accounts of the said Committee; and after the same shall have been corrected by him, if necessary, and approved of, such approval being testified by his signature to the said balance sheet, the said Committee shall cause the same, or an abstract thereof, approved of by the said auditor, in like manner, to be published forthwith in such newspapers circulating within the borough as they may think proper.

• *Extension of Schools, Repairs of existing Schools.*

73. *Repairs of an existing School in Union may be aided by the Town Council.* — If the trustees, managers, or proprietors of any School admitted into union shall make application in writing to the District School Committee with which it is in union for aid towards the necessary repair of the schoolroom, or the buildings and the appurtenances belonging to the school, and shall set forth that without

such aid the necessary repair cannot be effected, and if such application be signed by one of her Majesty's or the Local Inspector who shall have inspected the said School, testifying to the necessity of such repair, the said Committee may, if they think proper, cause a specification and estimate of the requisite repair to be drawn up by some competent person; and if on due consideration of the state of the funds at their disposal, with reference to the other demands then chargeable thereon under the provisions of this Act, the said Committee shall deem it right to entertain the application wholly or in part, they may either advance the amount to the said trustees, managers, or proprietors, or may cause the requisite repairs to be done under their own direction and superintendence; and all such money so expended in the repair of any such School shall be a charge upon the fund herein authorized to be raised.

74. *Sunday School Rooms may be rendered applicable to permanent Day Schools.*—*Proviso.*—For the purpose of increasing the amount of school accommodation in the said boroughs, it shall be lawful for the trustees, managers, or proprietors of any schoolrooms or other buildings used on Sundays, or occasionally only, for the purposes of education within the said district, to apply, in writing under the hands of the major part of them, to the District School Committee for aid to enable them to open such rooms or buildings as Schools on other days in the week; and the said School Committee may thereupon, if they deem fit, and if the state of the funds raised under the authority of this Act, after due allowance shall have been made for all previously existing charges thereon and liabilities then incurred, will enable them so to do, grant such aid; and when the same shall have been so granted, and the said premises shall be opened as a permanent Day School, such Day School shall forthwith become in union with the said Committee and a free Day School for all the purposes of this Act, subject however to all the conditions, regulations, and qualifications herein prescribed with reference to Schools to be admitted into union: Provided that nothing herein contained shall in any respect further interfere with the management of the said School, or with the Sunday School previously held therein, or confer any additional advantage thereon.

Provision to establish New Schools.

75. *Provision for the Establishment of New Schools.*—The District School Committee shall from time to time, with the assistance of the Inspectors, as well as her Majesty's as local, examine the district with reference to the amount of school accommodation therein, and ascertain how far it is sufficient; and when they shall be of opinion that in any part of the said district there is no School which is readily accessible to the inhabitants dwelling in such part, or that there is not a sufficiency of school room available to them therein, they shall cause a report to be drawn up upon the subject, setting forth the amount of the population within the particular part of the district to which the report applies, a list and description of the several Schools in or near to it, and the amount of the additional school accommodation which may appear to be requisite, and shall cause a copy of such report to be advertised in such newspapers circulating within the said district as they may think proper.

76. *Committee may provide New Schools, unless Notice be given of Provision by private Persons.*—If, within the space of sixty days from the latest day when such report shall be so advertised, the said District School Committee shall receive a notice in writing, according to the form set forth in the Schedule (E.) hereunto annexed, specifying the intention of the persons mentioned in such notice to procure the erection or establishment, within six months from the date of such notice, of such School as shall be required, and as would be admissible into union under the provisions of this Act, and of their intention to apply for its admission into union, then the said Committee shall not take any step for the providing of any such additional School pending the term of six months; but if at the end of such term of sixty days no such notice shall have been received, or if, at the end of six months after such notice, the School shall not have been erected or established, or shall not be in the course of erection or establishment, the said Committee shall procure the additional accommodation which such Committee shall deem necessary, and

shall give notice by an advertisement in such newspapers circulating within the said district as they may think proper of their intention so to do.

77. *After the District Committee have given Notice they shall procure Site and fit up School.*—*Proviso: Enrolment in Chancery not requisite.*—*Proviso: For the Lands Clauses Consolidation Act.*—The said District School Committee shall, after having given such last-mentioned notice, with all convenient speed, regard being had to the state of the funds which can be acquired under the provisions of this Act, and the liabilities to which the same shall be then subject, procure a site for a new school, or a building to be converted to such purpose, within the part of the district to which the report aforesaid shall apply, and shall erect upon such site, or adapt and fit up (as the case may be) premises for a School for the said part of the district, which site or building shall be conveyed to and vested in the mayor, aldermen, and burgesses of the borough comprising the district or in which it is contained (as the case may be), as other property of the borough: Provided that no enrolment in Chancery of the conveyance of such property shall be requisite; and provided also that "The Lands Clauses Consolidation Act, 1845," except the parts and enactments of that act with respect to the purchase and taking of lands otherwise than by agreement, and with respect to the recovery of forfeitures, penalties, and costs, shall, in as far as the same shall be consistent with this Act, be incorporated herewith.

78. *How Cost to be provided.*—The cost of providing such last-mentioned School, and of the furnishing and fitting up thereof, shall be charged upon the fund herein authorized to be raised.

79. *Sanction of the Committee of Council required.*—Provided nevertheless, that no land shall be purchased for such School, nor any School shall be so erected or provided, without the sanction of the Committee of Council on Education, expressed by a resolution to be passed by them, and until a copy thereof, under the hand of their secretary, or some other officer of such Committee, on their behalf, be transmitted to the secretary of the said District School Committee.

80. *Committee of Management of the New School to be elected by the District School Committee.*—The School so to be provided shall, subject to such control as hereinafter mentioned, be managed by a Committee of Management, consisting of fifteen persons, to be elected by the said District School Committee, as managers of such School, out of the persons qualified as hereinafter prescribed.

81. *Qualification of the Managers of New School.*—Every person who shall be at the time of the election assessed to the poor rate within the district comprising such borough upon property whose rateable value is not under twenty pounds a year, and who shall not be a person in holy orders, or minister or preacher of religion, shall be qualified to be a manager of the School to be so provided as aforesaid, upon such report of the said District School Committee, so long as he shall continue to be so assessed, but no longer.

82. *How Committee of Management to be renewed.*—*Proviso for occasional Vacancies.*—At the end of the first year after the first election of such managers, five, or if there be any vacancies, such a number only as may be requisite to make up with the vacancies the number of five managers, to be determined by ballot among themselves, unless they shall otherwise agree, shall then go out of office; and at the end of the second year five of the remaining number of the managers originally elected, to be determined in like manner, shall go out of office; and at the end of the third year the remainder of the persons originally elected shall go out of office; and their places shall, in each instance, be supplied by the said District School Committee, who shall elect the same number of persons to supply the vacancies; and thenceforward a third part of the managers (those who shall have been longest in office being selected) shall retire at the end of every subsequent year, and their places shall be supplied in like manner: Provided, that when any vacancy shall occur in the Committee of Management by death, resignation, or disqualification, such vacancy may be filled up either on the occasion of the vacancy, or at the time of the annual election, but it shall not be necessary that any distinction shall be made in respect of the vacancies supplied.

83. *Provision for Default of Election.*—No default of election or vacancy shall prevent the remaining members of the Committee of Management from acting as fully as though their number were complete, until a valid election take place, or the vacancy be supplied.

84. *The Committee of Management to choose a Chairman.—Casting vote.*—Such Committee of Management shall, at their meeting after each annual election, choose some one of themselves to be a chairman for the ensuing year, and in the case of any vacancy in the office of chairman during the year, elect another to fill the office for the residue of the year, which chairman, or some other member, presiding at any meeting, shall, in all questions where there shall be an equality of votes of the members voting thereon, have a second as a casting vote.

85. *The Committee of Management to make Regulations for the School, subject to control of District School Committee.*—Subject to any general regulations from time to time issued by the said District School Committee, the said Committee of Management shall have the entire control and superintendence of such School, shall elect or remove the teacher or teachers thereof, shall determine the hours of attendance at School, the books to be read, and the course of instruction and discipline to be observed therein, and all other matters appertaining thereto.

86. *Provision for the daily reading of the Holy Scriptures therein.*—Provided that in every such School the reading of the Holy Scriptures in the authorized version shall always be provided for as part of the daily instruction of the scholars, but no distinctive religious creed, catechism, or formulary shall be taught therein; and the same regulations shall be duly observed in respect of the attendance at Sunday Schools, or places of worship, as are hereinbefore provided in regard to other Schools admitted into union with the said District School Committee.

87. *Inspection of Schools.*—Every such School shall be open to the inspection of her Majesty's Inspector, under such regulations as the Committee of Council shall prescribe, and shall be a free school, and shall be in union with the said District School Committee for all the purposes of this Act, subject to all the conditions, regulations, and qualifications provided in respect of Schools in union with the said Committee.

88. *Managers to receive Subscriptions and Payments, and are required to support and maintain the School.*—The managers of every such School shall receive all subscriptions and payments appropriated thereto, and shall out of them pay and disburse the charges and expenses of and incidental to the said School, and shall keep the school buildings and its furniture in good repair, order, and condition, and the requisite books and apparatus adequately supplied.

89. *School Committee may guarantee Teachers' Salaries thereout for a time, and supply the Managers with all Funds required for the discharge of their Duties.*—Upon the recommendation of the said District School Committee, the said Committee of Management shall receive out of the fund herein authorized to be raised such amount, and for such a length of time, not exceeding one year in the whole, as the said District School Committee shall think proper, towards the salaries of the teachers of the School thus provided, and towards any charges necessarily incurred in the maintenance of the said School, over and above the school fees payable under the authority of this Act, and other receipts, and shall certify such amount to the Town Council, for payment thereof, as hereinbefore provided.

90. *Town Council may sell or let any School becoming unnecessary, or may exchange it for other Premises.*—If any School thus provided should wholly cease to be required, or any portion of the premises belonging thereto should be either permanently or for a time unnecessary for the purposes of the School, the Town Council may, upon application from the District School Committee, with the consent of the Committee of Council, sell or let the same, and apply the purchase money, or the rents arising from the letting thereof, in aid of the fund raised under the authority of this Act, and the said Town Council may at any time, upon like application and with the like consent, exchange the School, or any part of the premises belonging thereto, for other premises, to be held for the same purposes, and may give or receive any requisite sum of money for equality of exchange.

Information as to Pauper Children.

91. *Clerks to Guardians to send Lists of Poor Children not receiving Education.*—For the purpose of extending the benefits of education among the poor of the said boroughs respectively, the clerks to the Boards of Guardians authorised to

administer relief to the poor within the respective districts, shall, at the end of each quarter of a year, report, in writing, to the District School Committee the names and places of abode of such poor children between the ages of four and twelve years resident within the said district, who are not attending any school, and who themselves, or whose parents or guardians, are in the receipt of out-door relief; and the guardians of the union or township respectively may require such child to attend some School in such district, subject to such rules and regulations as the Poor Law Board shall issue in the matter.

Appeal.

92. *Clause of Appeal.*—Where any person shall be aggrieved in respect of any matter herein contained, for which no remedy is otherwise provided by this Act, such person may appeal to the Quarter Sessions of the Borough or the County, as the case may be, wherein the matter of such grievance shall arise; and such Appeal shall be therein heard and determined by the said Court, with the like incidents and consequences, and the like liability of the respective parties of such Appeal to the payment of costs, as in the case of appeals against poor rates: Provided that the appellant shall give to the respondent notice in writing of the matter complained of, such time before the hearing of the Appeal as is required by the practice of the Sessions in respect of notice of trial before the hearing of appeals thereat.

Interpretation of Words.

93. *Interpretation of Words: "Trustee"*—The word "Trustee" shall signify any person in whom is vested, by deed or other legal instrument, the management of any School, whether he do or do not also hold the legal estate thereof;

"*Manager*"—The word "Manager" shall signify the person who in like manner has actually the management of any School, whether duly appointed to such management or not, and though the legal estate of the School may be in some other person or persons;

"*Proprietor*"—The word "Proprietor" shall signify every person who shall at his own charge have erected, fitted up, or procured any School, or shall support and maintain the same solely or jointly with others, or shall be reputed to be the owner thereof;

"*Committee of Council on Education*"—The words "Committee of Council on Education" shall mean the Lords of the Committee of Council on Education, or other persons or minister for the time being appointed to superintend the application of any sums voted by Parliament for the purpose of promoting public education;

"*Her Majesty's Inspector*"—The words "her Majesty's Inspector" shall mean an Inspector of Schools appointed by her Majesty or her successors to visit Schools aided by public money.

94. *Application of the Words "Trustees," "Managers," or "Proprietors"*—In reference to the words "Trustees," "Managers" or "Proprietors," as used herein, the acts of the trustees where there are any such, the acts of the managers where there are no trustees as herein defined, and the acts of the proprietors where there are no such trustees or managers, shall be taken to be intended for the purposes of this Act.

95. *What is meant by "Committee of Council."*—Whenever by the provisions of this Act the approval, assent, or verification of the Committee of Council on Education is required to any act, regulation, scheme, fact or document, a certificate of such approval, assent, or verification, purporting to be signed by the secretary of the said Committee of Council, or some other officer of such Committee on their behalf, shall be deemed sufficient evidence of such approval, assent, or verification, in all courts of law and equity, and elsewhere, unless evidence be given to contravene the same.

96. *Provision for the Cessation of the Committee of Council.*—If hereafter the said Committee of Council on Education shall cease to act, but some other Board or

some Minister shall be appointed for the superintendence, guidance, or control of public education in England, all the powers and authorities herein conferred upon such Committee of Council shall be vested in such Board or Minister; and if no other Board or Minister shall be so appointed, then the same shall be vested in the Secretary of State for the Home Department for the time being.

97. *Name of the Act.*—In all documents, instruments, forms, and proceedings, and on every occasion this Act may be cited as “The Manchester and Salford Education Act, 1852.”

The SCHEDULES referred to in the foregoing Act.

SCHEDULE (A.)

Form of Application for Admission into Union.

TO THE MANCHESTER [or SALFORD] DISTRICT SCHOOL COMMITTEE.

We, whose names are hereunto subscribed, being the major part of the Trustees [Managers or Proprietors] of the School, situated at _____ within the Manchester [or Salford] School District, and established for the Education of Children belonging to the Established Church [or the Wesleyan Congregation, or the Roman Catholic Church, or—*here describe the denomination of the School*], do hereby make application to the said District School Committee of the Borough of Manchester [or Salford], to be united with the said Committee for the purposes of the Manchester and Salford Education Act, 1852, and undertake to fulfil all the conditions and regulations prescribed and required by that Act, in the event of the said School being admitted into Union; and we do hereby declare that the average number of the children who have been attending the School aforesaid, during the period of twelve months next preceding the date hereof has been [*state the number according to the sexes, and the number of boys above and under six years of age*], and that the said School is capable of accommodating [_____] children and no more, allowing at least six square feet to each child; and we do hereby forward a copy of the certificate of merit, bearing date the _____ day of _____ awarded by the Committee of Council on Education, to Mr. [C. D.] the present teacher of the said School, [or a certificate of the competency of Mr. [C. D.] the present teacher of the said School, to teach the scholars therein, bearing date the _____ day of _____, and granted to him by [A. B.] Her Majesty's Inspector, or by Mr. _____ one of the Local Inspectors of the said District.]

As witness our hands, this _____ day of _____ 18____

Witness to the Signatures
of the parties here mentioned,

_____ } The major part of the
Trustees [Managers,
or Proprietors] of the
[_____] School.

of [High Street], Manchester.

SCHEDULE (B.)

Certificate as to the Instruction in the School.

TO THE MANCHESTER [or SALFORD] DISTRICT COMMITTEE.

The undersigned, being the principal [or only teacher of the School, situated at _____ in the Borough of Manchester [or Salford, or in the township of _____] being in union with the District School Committee of the Borough of Manchester [or Salford], doth hereby certify that the general instruction in the said School includes reading, writing, arithmetic, English grammar, English history, and the elements of geography [where the School is for girls, must be added, and plain needlework.]

Signed this _____ day of _____ 18
[C. D.], Principal [or only] teacher of the said School.

I, [A. B.] Her Majesty's [or Local] Inspector of Schools, having recently inspected the above-mentioned School, do hereby countersign the above certificate in testimony of my concurrence therein,

This _____ day of _____ 18
[A. B.], Inspector.

SCHEDULE (C.)

List of Scholars to be paid for, and Certificate of due Observance of the Conditions of Union.

TO THE SECRETARY OF THE MANCHESTER [or SALFORD] DISTRICT SCHOOL COMMITTEE.

We, the undersigned, being the major part of the Trustees [Managers, or Proprietors, as the case may be] of the _____ School, situated at _____ which hath been united with the Manchester [or Salford] District School Committee, do hereby set forth the list of the several scholars who have attended the said School during the quarter of the year ending on the _____ day of _____ last, according to the Schedule hereunto annexed, and the number of weeks, according to the provisions of the "Manchester and Salford Education Act, 1852," during which such scholars have attended the said School; and we claim the sum of _____ in respect of boys above the age of six, and the said sum of _____ in respect of girls, and the sum of _____ in respect of boys, under the age of six. And we do hereby certify, that all the conditions required to be performed by reason of the Union of the said School with the said District School Committee, have been strictly observed during the past quarter.

Manchester and Salford Education Bill. 497

SCHEDULE :—LIST OF SCHOLARS, AND PERIODS OF ATTENDANCE.

BOYS ABOVE SIX.			
Name.	Place of Abode.	No. of Weeks Attendance.	Sum due.
GIRLS.			
BOYS UNDER SIX.			
Total claimed			- -

As witness our hands, this day of 18 .

Countersigned by	_____	} The major part of the Trustees [Managers, or Proprietors] of the [] School.
_____	_____	
Teacher of the said School.	_____	
_____	_____	
_____	_____	

SCHEDULE (D.)

Form of Abstract of Account to be rendered to the District Committee.

THE MANAGERS [Trustees, or Proprietors] of the National [British and Foreign, Wesleyan, Roman Catholic, &c.] School [or Schools], situate in [George Street], Manchester [or Salford],

In account with
The Treasurer of the Manchester [or Salford] District School Committee,
[February, 18].

Dr.	£	s.	d.	Cr.	£	s.	d.
To Balance in hand, as per				By Incidental Expenses	-		
Account rendered February				" Principal Teachers	-		
[18 .]				" Assistant Teachers	-		
" Total Amount received				" Balance in hand	-		
from the District School							
Committee during the year							
ending December 31st							
[18]							
	£				£		

SCHEDULE (E.)

Notice of Intention to establish School.

TO THE MANCHESTER [or SALFORD] DISTRICT SCHOOL COMMITTEE.

Whereas you have, on the day of last, caused a Report upon the state of the Schools in a certain part of the School District of the Borough of Manchester [or Salford], described to be advertised in a certain Newspaper, termed the circulating in the said Borough, and have expressed your opinion that additional school accommodation is required for the said part of the Borough so described as aforesaid: Now we, whose names and places of abode are hereunder written, do give you Notice, that we intend, with all convenient speed, to procure and establish a School for the said part of the District so described by you as aforesaid, which School will, when completed and established, afford adequate accommodation for such part; and we do hereby describe the object of the School, and the nature and course of Education and Instruction proposed for such School, to be as follows, that is to say [here describe the same]; and we propose that the said School shall be such as can be admitted into union with the Manchester [or Salford] District School Committee, according to the provisions of the "Manchester and Salford Education Act, 1852," and we intend to make application that the same, when completed and established, may be received into union with such Committee.

We do therefore require you to abstain from taking any step for procuring any additional School accommodation in the aforesaid part of the said District, according to your Report, until the expiration of six calendar months from the date hereof.

As witness our hands, this day of 18 .

A. B. of [Street.]
C. D. of [Road.]
E. F. of []

TABLE No. I.

TABLE SHOWING THE SOURCES FROM WHICH THE INCOME OF SIXTY-THREE PUBLIC SCHOOLS IN THE BOROUGH OF MANCHESTER WAS DERIVED IN THE YEAR 1850.

Religious Denominations, &c. to which the Scholars belong.	Income of the School during the year 1850 from the undermentioned sources.							Number of Schools respecting which the Return as to Income is made.	
	Permanent Endowment.	Voluntary Contributions.	Grants from Government.	Rates or Assessments.	Payments by Scholars.	Other Sources.	Total.	Schools.	Scholars.
	£	£	£	£	£	£	£		
Church of England -	546	1,186	105	-	1,910	436	4,183	29	4,769
Wesleyan -	-	97	118	-	302	56	573	4	632
Independent -	-	215	-	-	379	-	594	5	795
English Presbyterian -	-	-	-	-	144	-	144	1	103
Unitarian -	-	320	162	-	263	-	745	3	479
Scotch Sessional -	-	57	-	-	138	-	195	2	161
Free Church -	-	-	-	-	-	-	-	-	-
Society of Friends -	-	72	-	-	73	-	145	1	220
New Jerusalem Church -	-	31	90	-	333	-	454	1	395
Roman Catholic -	-	264	-	-	247	23	534	7	1,427
Jews -	-	160	-	-	18	-	178	1	60
British and Foreign Society -	-	15	86	-	351	154	606	4	858
Unsectarian -	91	818	-	96	233	-	1,238	4	1,247
Free Grammar School -	3,048	-	-	-	-	-	3,048	1	402
TOTAL -	3,685	3,235	561	96	4,391	669	12,637	63	11,548

APPENDIX (H.)

COMMITTEE OF COUNCIL ON EDUCATION. — GRANTS UNDER MINUTES OF 1846.

TABLE No. I. — STATEMENT OF GRANTS TO SCHOOLS IN SCOTLAND FROM 1849, TO DECEMBER 31. 1852.

RELIGIOUS COMMUNITONS.	GRANTS.											
	1849.				1850.				1851.			
	In a grant- ation of Certi- ficate Teachers.	In Stipends to Pupils Teachers.	In Gratitudes to the Teach- ers instruct- ing them.	In the pur- chase of Books and Maps.	In a grant- ation of Certi- ficate Teachers.	In Stipends to Pupils Teachers.	In Gratitudes to the Teach- ers instruct- ing them.	In the pur- chase of Books and Maps.	In a grant- ation of Certi- ficate Teachers.	In Stipends to Pupils Teachers.	In Gratitudes to the Teach- ers instruct- ing them.	In the pur- chase of Books and Maps.
Schools connected } Parochial Schools with the Established } Church of Scotland } Free Church Schools } not connected with } the Established } Church of Scotland }	£ s. d. 141 14 4	£ s. d. 280 0 0	£ s. d. 100 0 0	—	£ s. d. 115 0 0	£ s. d. 354 7 6	£ s. d. 127 13 4	—	£ s. d. 458 0 0	£ s. d. 958 2 6	£ s. d. 327 15 9	—
All other Schools Free Church Schools } not connected with } the Established } Church of Scotland }	£ s. d. 146 10 0	£ s. d. 275 0 0	£ s. d. 113 0 0	—	£ s. d. 386 0 0	£ s. d. 941 10 0	£ s. d. 282 1 3	—	£ s. d. 732 0 0	£ s. d. 1096 9 2	£ s. d. 282 2 1	—
Total Schools in Scotland -	£ s. d. 287 14 4	£ s. d. 555 0 0	£ s. d. 213 0 0	—	£ s. d. 544 0 0	£ s. d. 1395 19 2	£ s. d. 562 1 8	—	£ s. d. 1190 0 0	£ s. d. 2054 11 8	£ s. d. 773 10 0	—
	£ s. d. 329 14 4	£ s. d. 579 0 0	£ s. d. 279 0 0	—	£ s. d. 570 1 8	£ s. d. 1395 16 8	£ s. d. 1001 16 3	—	£ s. d. 1259 10 0	£ s. d. 2153 3 4	£ s. d. 1453 7 10	—
	£ s. d. 329 14 4	£ s. d. 579 0 0	£ s. d. 279 0 0	—	£ s. d. 1259 10 0	£ s. d. 2153 3 4	£ s. d. 1453 7 10	—	£ s. d. 3252 17 4	£ s. d. 4810 16 8	£ s. d. 3253 6 0	£ s. d. 407 14 8

TOTAL.				
RELIGIOUS COMMUNITONS.	In a grant- ation of Certi- ficate Teachers.	In Stipends to Pupils Teachers.	In Gratitudes to the Teach- ers instruct- ing them.	In the pur- chase of Books and Maps.
Schools connected with } Parochial Schools the Established Church } of Scotland } Free Church Schools, and other Schools } not connected with the Established } Church of Scotland }	£ s. d. 1224 11 0	£ s. d. 3018 13 4	£ s. d. 1066 1 7	£ s. d. 28 3 0
Total Schools in Scotland -	£ s. d. 3672 3 4	£ s. d. 16,845 16 8	£ s. d. 5247 10 1	£ s. d. 407 14 8

IN THE PRESS,
Public Education

AS AFFECTED BY THE MINUTES OF THE COMMITTEE OF THE PRIVY COUNCIL
FROM 1839 TO 1847;

WITH ILLUSTRATIVE DOCUMENTS, AND APPENDICES.

BY SIR JAMES KAY SHUTTLEWORTH, BART.

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N.B. This Work will be printed uniformly with that now published.

